

NATIONAL MUNICIPAL REVIEW

FEBRUARY 1954

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The National Municipal Review

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NEWS for League Members

NML to Present All-America Awards

With the announcement of the eleven winning All-America Cities of 1953 (for details see page 65), representatives of the National Municipal League have been selected to make the award presentations. *Look* magazine, co-sponsor of the contest with the League, was also to be represented at ceremonies marking the occasion, scheduled between January 26 and February 11.

Those selected to make the awards are officers of the League or have been associated with it and the All-America Cities Awards for some time. Appearing at the eleven cities will be the following:

CANTON, OHIO—E. D. Dodd, public relations director of the Owens-Illinois Glass Company, Toledo, Ohio, and League Council member.

DAYTONA BEACH, FLORIDA—Laurence F. Lee, chairman of the board, Chamber of Commerce of the United States and member of the 1953 All-America Cities jury at the National Conference on Government in Richmond, Virginia.

DE SOTO, MISSOURI—At the time the REVIEW went to press the League representative had not been announced.

FLINT, MICHIGAN—Mrs. Siegel W. Judd, director of the Grand Rapids Citizens' Action group and League regional vice president.

PARK FOREST (Rich Township High School District), ILLINOIS—John Nuvveen, chairman of the board, John Nuvveen and Company, Inc., Chicago, and regional vice president of the League.

(Continued on page 62)

Committee Tackles League Problems

Preliminary steps looking toward a partial revision of the League's constitution were taken January 9 at an all-day meeting at the Yale Club, New York, of the Survey Committee created at the Council's Richmond meeting to make a continuing study of program and policy.

Staff was directed to prepare suggested drafts of proposed constitutional amendments for consideration at the next meeting of the committee, which was set for January 30.

Staff was also assigned to prepare suggestions on machinery for consultation and policy-making, improved communications, summary of suggestions in the McLean report, status and future plans regarding League publications.

Among other matters discussed were the locale and program of the 1954 National Conference on Government and a possible restatement of the League's program and objectives.

Members of the committee present were: Cecil Morgan, chairman, who presided, Bayard H. Faulkner, Frank C. Moore and James M. Osborn.

Others attending were: George Gallup, president; Richard S. Childs, chairman of the Executive Committee; Carl H. Pforzheimer, treasurer; Mark S. Matthews and Thomas R. Reid, members of the Council; Stanley T. Gordon, of the Ford Foundation; Alfred Willoughby, executive director; John E. Bebout and Allen H. Seed, Jr., assistant directors.

Three Civic Awards Presented by League

Ed. P. Phillips, L. E. Marlowe, both of Richmond, Virginia, and Alex R. Thomas, of San Antonio, are the recipients of the League's three Distinguished Citizen Awards for 1953. The awards were presented at the Richmond National Conference on Government.



Ed. P. Phillips

Phillips and Thomas are both regional vice presidents of the League and Marlowe recently completed his term on the Council. The awards were presented to each man for "steadfast devotion and faithful service to his community and his self-sacrificing efforts to make a reality of self-government." The citation continues, "His demonstration of responsible citizenship above and beyond the call of duty has made his community a bet-



L. E. Marlowe

Richmond Citizens Association's fight for adoption of a modern city charter some years ago, while Thomas, as chairman of the San Antonio Citizens Committee, was instrumental in winning the council-manager form of government for his city.

ter place in which to live and work and has given high encouragement and inspiration to the people of many other communities."

Phillips and Marlowe were leaders in the



Alex R. Thomas

All-America Awards

(Continued from page 61)

PEORIA, ILLINOIS—Dr. George H. Gallup, League president, foreman of the 1953 All-America Cities jury at the Richmond Conference and director of the American Institute of Public Opinion.

PETERSBURG, VIRGINIA—Ed. P. Phillips, senior partner of Phillips Machinery Company, Richmond, and League regional vice president.

PORT ANGELES, WASHINGTON—Ben B. Ehrlichman, chairman of the board, Pacific Northwest Company, Seattle, and regional vice president of the League.

RICHMOND, CALIFORNIA—Carleton B. Tibbetts, president-general manager, Los Angeles Steel Casting Company, and League regional vice president.

SCRANTON, PENNSYLVANIA—Richard S. Childs, chairman of the League's Executive Committee and chairman of the board, the Bon Ami Company, New York.

SHREVEPORT, LOUISIANA—Lee M. Sharrar, attorney for the Humble Oil and Refining Company in Houston, Texas, and member of the League's Council.

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Editorial Comment

A Thought on "States' Rights"

THERE is a widespread approval of the idea that the functions of government should, in so far as possible, be performed by the governments that are closest to the people.

As in the case of economy, however, everyone is for it until the doctor gets specific about the useless parts he proposes to amputate.

There already are howls of distress in connection with current efforts to "pass back to the states"—and, let us hope, to the cities—responsibilities which for one reason or another have gravitated to Washington. The states are not being slow about asking where the money will come from.

Truth is that the services that come most readily to mind never were handled by the states because they deliberately ducked them.

Lest it be thought that this trend toward centralization in government is something recent or that it has been due to some conscious plot, it might be well to ponder the words spoken nearly half a century ago by Elihu Root, in an address delivered December 12, 1906, before the Pennsylvania Society:

It is useless for the advocates of states' rights to inveigh against the supremacy of the constitutional laws of the United States or against the extension of national authority in the fields of necessary control where the states themselves fail in

the performance of their duty. The instinct for self-government among the people of the United States is too strong to permit them long to respect any one's right to exercise a power which he fails to exercise. The governmental control which they deem just and necessary they will have. It may be that such control would better be exercised in particular instances by the governments of the states, but the people will have the control they need, either from the states or from the national government; and if the states fail to furnish it in due measure, sooner or later constructions of the constitution will be found to vest the power where it will be exercised—in the national government.

The true and only way to preserve state authority is to be found in the awakened conscience of the states, their broadened views and higher standard of responsibility to the general public; in effective legislation by the states, in conformity to the general moral sense of the country; and in the vigorous exercise for the general public good of that state authority which is to be preserved.

And in a speech of acceptance of the senatorship of New York, delivered before the legislature on January 28, 1909, he said:

If the powers of the states are to be preserved and their authority is to be continued, the states must exercise their powers. The only way to maintain the powers of government is to govern.

1953's All-America Cities

Corruption, disaster and inertia in eleven communities met by intelligent, effective citizen-inspired action.

NOTEWORTHY citizen action in 1953 armed eleven communities in the United States with the winning stories to qualify them for All-America Cities Awards.

The 1953 winners, representing ten different states, are: Canton, Ohio; Daytona Beach, Florida; De Soto, Missouri; Flint, Michigan; Park Forest (Rich Township High School District) and Peoria, Illinois; Petersburg, Virginia; Port Angeles, Washington; Richmond, California; Scranton, Pennsylvania; and Shreveport, Louisiana.

The contest has been conducted by the National Municipal League for five consecutive years. Since 1952 *Look* magazine replaced the *Minneapolis Tribune* as co-sponsor to recognize and reward progressive and purposeful civic activity in campaigns waged by citizens and citizen organizations.

"Over the years the League has had as a primary objective the encouragement of citizen action," League President George H. Gallup declared last November at the 59th National Conference on Government in Richmond, Virginia. As foreman of a jury of twelve distinguished civic, business, educational and professional leaders who picked the winners at the Conference, Dr. Gallup added: "Each of our All-America cities has its distinctive lesson and each shows what citizens can do if they want to badly enough."

What happened in the eleven win-

ning cities that qualified them for the awards?

In some cases it was citizens as individuals and groups pushing through a successful campaign to root out corruption, vice and the concomitant maladministration of their communities. In one city, alert citizens realized that their community was behind the times, had lost its grip on its own young people, who were leaving home after graduating from high school. They surveyed the situation, got at the disease that paralyzed their town's growth and advancement and proceeded to effect community improvements on a strictly volunteer basis.

Still other towns, hit by the collapse of war industry after World War II, faced virtual economic extinction. Citizen groups of all stripes got together and embarked on programs to attract new industry and rehabilitate the entire area. One community's citizens, hamstrung by legal technicalities and the opposition of many self-satisfied residents, generated such a reaction that they built themselves one of the most up-to-date high schools in the nation.

Citizens hit by a devastating tornado organized a tremendous rebuilding program for themselves. Another city's forward-looking residents realized that one portion of the community was so much on the down grade that if something was not done the whole city would be affected. They made a thorough survey, put reforms into practice and not only

helped solve an economic problem but also made important progress in easing race tensions.

The All-America Cities contest has become an American institution. It recognizes outstanding players in the game of civic progress. The National Municipal League and *Look* magazine do not pretend that the winning cities are the best governed in the United States. What they do claim is that the most significant progress in American communities results from intelligently planned citizen action. Each year the contest selects noteworthy accomplishments and awards citations to the communities in recognition of the efforts and achievements of an alert and active citizenry. They are presented on the basis of a variety of considerations, one of them generally being some evidence that the citizen action will be sustained and not stop dead when one goal is reached.

Dr. Gallup emphasized this point in Richmond, saying, "Citizen effort must be continuous. A single impressive effort followed by relaxation and return to the old, easy ways of silence is civic tragedy."

To win in a given year community action must reach a high point or a significant goal in that year, although the campaign may have begun years earlier.

One hundred and fifteen cities

were nominated for the 1953 awards; 22 finalists presented their cases at the Richmond Conference before a jury comprising: George H. Gallup, director, American Institute of Public Opinion, foreman; Arthur W. Bromage, University of Michigan; Mrs. J. L. Blair Buck, former president, General Federation of Women's Clubs; Harold S. Bутtenheim, editor, *The American City*; Lloyd Hale, president, G. H. Tennant Company, Minneapolis; Mrs. Hiram Cole Houghton, Foreign Operations Administration; Mrs. John G. Lee, president, League of Women Voters of the United States; Laurence F. Lee, chairman of the board, Chamber of Commerce of the United States; Vernon C. Myers, publisher, *Look* magazine; James M. Osborn, Yale University; Leo Perlis, national director, National CIO Community Services Committee; Donald H. Webster, University of Washington.

The eleven runner-up cities whose cases were presented to the jury were Corpus Christi, Texas; Fair Lawn, New Jersey; Glendale, California; Grand Rapids, Michigan; Greenwich, Connecticut; Hamilton, Ohio; Lawrence, Massachusetts; Norwich, Connecticut; Pittsburgh, Pennsylvania; Rome, New York; and Toledo, Ohio.

The following stories tell why the eleven winners were selected.

Canton Cleans Up

The Citizens Committee for Good Government of Canton, Ohio, (population 116,912) was formed in 1950 as a protest against booming vice,

crime and gambling conditions in the city. The committee aggregated 600 housewives, businessmen, teachers, ministers, factory workers, doctors,

nurses, Democrats, Republicans and independents, all of whom had a common area of agreement on what had to be done to clean up their home town.

First on the committee's list of objectives to counteract the miasmatic moral atmosphere which had affected law enforcement, voter interest and general community progress was the election of a city administration that would execute the laws. This was no small order for a city that until then had refused to turn out and vote because of the caliber of candidates offered. But the 1951 primary was on the way and something had to be done.

The Citizens Committee took the bull by the horns and began to encourage successful men in a variety of business and professional fields to run for public office. In order to present good candidates in the general election, it was necessary to nominate good candidates in the partisan primaries. A man who had been in the real estate business for more than 22 years was urged to run for mayor, a young veteran for city solicitor, a well known manufacturer for council president. Others encouraged to do their bit for Canton were a dairy company president, a doctor, bank employees and industrial men.

The next big job for the Citizens Committee was to publicize the job to be done. Newspaper, radio station and church cooperation helped arouse qualified voters from their lethargy and get out the vote in both the primary and general elections. In addition, sample ballots were mailed to more than 53,000 persons.

Newspaper ads demanded: "Who

runs Canton's biggest business?" and "What's Wrong with Canton That *You* Can't Cure?"

What were the results of all this activity?

In the 1951 primary only one Citizens Committee candidate was defeated. In the general election a new mayor and practically the entire remaining slate — seventeen out of twenty councilmen plus other key officials — swept into office and cleaned out city hall.

With this new team in office, decisive action was taken immediately. The new director of public safety cracked down on gambling establishments. Ninety gambling houses were closed after 60 arrests. Police made sixteen narcotics arrests in twenty months—where before two had occurred in a total of sixteen years. A prosperous prostitution racket had thrived within a few blocks of city hall, but the new administration made almost 200 arrests, closed the bawdy houses.

The American Social Hygiene Association freed Canton of its "Vice Center" tag when it praised the cleanup. In February 1953 Stanley Cmich, the new public safety director who had led the crackdown against vice and crime, was given the U. S. Junior Chamber of Commerce award for good government. Besides being named Canton's outstanding young man of 1952, Mr. Cmich has also been honored as the outstanding young man of the state of Ohio. The Narcotics Division of the Treasury Department commended the city administration on its drug traffic crackdown.

But the Citizens Committee for Good Government did not stop there. It was mindful of its motto: "Good government is hard to get and easy to lose." The group continued to urge competent people to run for public office and exhorted all citizens to vote.

Result: Last November the re-

formers won again. Canton's citizens went to the polling places and re-elected their candidates in seventeen out of nineteen offices.

Proof of the group's good work is the fact that in two years only two of the original 600 members have withdrawn from the Good Government Committee.

Daytona Beach Fights Corruption

A year ago Daytona Beach, Florida, (30,187) put in a strong bid before the All-America Cities jury in San Antonio but did not make the 1952 team. Citizen activity has continued. By 1953 the record was clear. The citizens of Daytona Beach, sparked by the Civic Affairs Committee, had put in a reform group of city commissioners, scoring a five-to-zero victory over the old guard professional politicians.

Gambling was Daytona's biggest evil. Taxes were high because of a spoils system of government. The laws were not enforced. The city's growth was stunted in comparison with other sections of Florida.

The only solution to this problem was to change the city's governing force. Accordingly, a five-year fight was initiated in 1948 by the Civic Affairs Committee. The only effective way to carry on the fight was to by-pass elected officials. This was done by invoking an almost forgotten power: Daytona citizens obtained from the state court authorization to serve writs. On the strength of this, they could personally make raids on gambling casinos and horse rooms. By closing these establish-

ments, which were feeding the corrupt political machine with illegally gotten profits, the citizens threw a half nelson on the entrenched elements.

Because of election frauds, the committee and other affiliated groups, including the *News-Journal* Corporation and the Ministerial Association, both of which helped provide leadership for the Civic Affairs Committee, lost out in the 1948 elections.

The next step was the devising of a fraud-proof election bill. This was passed by the state legislature and, as a result, the election rolls were purged and "floaters" eliminated. In the 1950 election a reform majority of three to two was voted in power. And, by virtue of a last-minute write-in campaign, the machine-sponsored mayor was defeated for reelection.

But tragedy followed this temporary triumph when the new mayor switched his allegiance. The city manager was fired and a \$260-a-month clerk was appointed to the \$10,000 manager's post.

This was a bit too much. The Civic Affairs Committee and a host of other aroused citizens forced the

resignation of the turncoat mayor by a widespread recall petition, which the mayor carried to the Supreme Court. When the court turned down his plea, he resigned and was replaced by a young businessman, a veteran of World War II.

An out-of-state professional city manager was appointed. A civic survey, entitled "What Does Daytona Beach Need — to increase beauty, improve economy, strengthen government, etc.," was undertaken. Representatives of 21 civic groups toured the city in a bus to survey conditions personally.

One of the new city manager's first actions was to fire the head of the city yards, which was a political patronage center, exempt from civil service. In reprisal, a death threat was leveled at the manager, city employees went out on strike and equip-

ment was sabotaged. But the citizens "stuck to it," backed up the manager, manned garbage trucks and maintained vital municipal services. In ten days the siege was over and the reformers had won a resounding victory.

Since the 1952 election success, citizen participation has continued to be a positive force in Daytona Beach. The city planner is now being helped by 120 citizens on a new comprehensive plan. Five men's civic clubs have met jointly to review the proposed budget with city officials. The League of Women Voters has sponsored large public budget hearings. One result: The "first full budget year for reform group started with \$138,000 deficit and \$175,000 unpaid bills; ended with \$66,000 available surplus and bills currently paid."

Revival in DeSoto

When a small railroad town loses 44 per cent of its high school graduating class, something is wrong. So decided a majority of the alert citizens of De Soto, Missouri, (5,357). Then they began to look around and see why the city was so backward.

Most of the town's streets were unpaved. A street lighting system had been non-existent since depression days, when De Soto failed to pay its light bill. The city hall was in a dilapidated condition. Worst of all, young people had nothing to do. There seemed to be no incentive for staying around.

When the alert people around town realized why the population was

leveling off and why the town had reached a new low in all respects, they began to think about some general community improvement. In 1948 the Planned Progress Program of De Soto was formed. It was the first constructive step that had been taken in years.

The Planned Progress Program consists of two or more representatives of every organization in De Soto, which means a total of 79. The group comprises churches, clubs, unions, lodges and many other organizations, plus all interested citizens and teenagers who are willing to work toward community improvement. The names of 967 persons

show on the organization's records as direct participants. But it was the executive committee of the program which laid the foundations for the work that began in 1952.

A switch to council-manager government in 1948 gave primary impetus to the program's activation. Until then the city was in a semi-bankrupt state. There were few municipal records and law enforcement and city pride were almost nonexistent.

By 1953 the picture had changed radically. Not only is the city financially sound, with records up to date, but efficient administration has made possible a 30 per cent tax reduction. As a result of citizen participation in community improvement programs—about 2,500 people pitched in actively—many things were accomplished. Eighty blocks of street were resurfaced by the citizens themselves. The city hall was remodeled. A new fire house was built strictly by volunteer labor. A new lighting system was installed. Voters overwhelmingly approved a new park tax and school levy. More than 1,100 people transformed an old furniture store into a club for the city's teenagers.

Over a hundred citizens are working actively in civil defense as auxiliary police and firemen and in De Soto's unique Junior Auxiliary Police Department.

The reasons why so much was accomplished? Over 1,400 citizens of De Soto canvassed, solicited and contributed to the road resurfacing job. All of the other improvements were carried out because the people in De Soto simply got out and did the job.

And in the future? A new sewage disposal plant is planned. Work on a swimming pool has already begun, and a new high school is anticipated.

The town's highest expectation is to keep the young people home in a community they needn't be ashamed of.

The city's 150th anniversary celebration brought 25,000 visitors into De Soto to watch 420 local "actors" participate in a pageant. Some called it a revival. Others knew that it was alert and intelligent citizen action which had made it all possible. Without that action, De Soto would have been just another sleepy railroad town.

Flint Rebuilds

The north end of Flint, Michigan, (163,143) was struck by a tornado on June 8, 1953. It killed 116 people, injured over 900, caused property damage amounting to millions of dollars and, in a four-mile sweep, wiped out an area one block and a half wide. About 600 families were directly affected by the disaster.

After the immediate rescue and

clearing operations were over, a lethargy set in for several weeks, and the unfortunate victims found themselves facing the enormous job of rebuilding their homes alone. It was not the best prospect in the world. Something would have to be done to arouse the whole community to its responsibility.

Then Father Henry Berkemeier,

pastor of St. Francis of Assisi Church, which served the storm area, got an idea. He brought it to the attention of Flint's civic leaders. The idea became a plan. And the plan became a fact.

What happened is no secret, since the wire services, newspapers, radio and television covered the event thoroughly. The biggest building bee in history began at 8 A.M. on Saturday, August 29. It was called "Operation Tornado," but what it did far outshone the name. On each of two days (that Saturday and the succeeding Sunday), with temperatures in the high 90s, more than 7,800 people contributed time, materials and effort to rebuild the devastated area. Some 5,000 persons worked at the job at one time.

The local group responsible for all this activity was the Central Committee of Operation Tornado—sixteen members with sixteen special assistants, a cross-section of Flint's citizenry. Forty-two civic, business, labor, church, transportation, youth, construction, hospital and innumer-

able other organizations have been listed by the Central Committee as major participants in the rebuilding of 193 homes in the two-day period.

The exact total of actively participating individuals will never be known, but 7,823 persons are on record as having done their bit. More than 99,800 man-hours, together with materials, knowhow and skill, were donated toward the rebuilding of homes in the stricken Beecher area.

There have been other building bees since the two-day miracle last summer. More homes damaged by the storm have been rebuilt. Continued efforts involving civic cooperation are the facts of life in Flint, and a more wholehearted citizen concern for the welfare of the community in the future is anticipated.

The Flint story shows what a community can do for itself under stress. It also shows that there is hardly any task beyond the power of cooperative citizen action when it is organized intelligently.

Park Forest Builds a School

The citizens of Park Forest, Illinois, (8,138) had three problems to face in getting a high school for their fast-growing community, a mushrooming Chicago suburb. They had to organize a new school district. They had to win public support for a bond issue to build a new school. And finally they had to plan a superior educational program and plant.

A number of citizen committees were formed to come up with the answers. One of the big problems was

to convince the people that they needed a new high school. Grade schools were no problem, since they had been constructed by not-for-profit corporations established for that purpose. But as for high schools, many residents felt they could send their children to neighboring institutions, although they were inadequate.

As the High School Organization Committee began to work on the first problem, organizing the new school

district, it was confronted with the labyrinth of Illinois local governments and the opposition of farmers and residents of nearby villages, which opposed the new high school in Park Forest. A special boundary change election had to be won before the new Rich Township District could be established. Petitions were circulated in record time to beat a legal deadline. After a hard-fought, hurry-up campaign led by the committee, new boundaries were approved. The way was paved for a vote on a \$1,250,000 bond issue for the school in June 1951.

A special "Get Out the Vote Committee," comprising 105 representative citizens, cooperated with the Organization Committee of 50 to produce the sought-for results. A high school publicity committee of five also helped out. But the opposition, which consisted mainly of people who were averse to any change, became indignant, printed literature and tore down election signs of the pro-high school group.

The organizing committee and the other groups obtained color photographs of new high schools in Chicago and showed them all over the Park Forest area. Pamphlets telling the aims and purposes of the committee were issued by the thousands. The election was close at hand and, to insure a large turnout, the committee began recruiting baby-sitting teams. Sound trucks were employed to whip up enthusiasm for the idea of a new school.

By virtue of a four-to-one verdict, the school bonds were approved in what was the community's record election turnout. Only 40 per cent of the voters outside Park Forest

really wanted the school, however. Then, on the ground that the district was not operating a high school, new state legislation dissolved the district. It was a hard blow.

Undaunted, local citizens began a long court battle to reverse the effect of the legislation. They finally won. Then volunteer canvassers went out again, this time discovering that a much more ambitious school was desired. People now really felt they needed a high school. The second bond issue was approved April 12, 1952. Construction had already begun on a 56-acre site provided by the company that had developed Park Forest.

Meanwhile, a High School Study Group of 108 citizens had tackled the problem of curriculum needs. The Rich Township High School Citizens Committee, a permanent group of 24 civic-minded people, worked hand in hand with the study group. Finally, on September 14, 1953, the physical plant of the school was completed and the citizen leadership that had planned it all tasted the first fruits of victory.

Today, Park Forest has a fully accredited high school (the Rich Township High School) with 500 students, a capacity for 900 and a future expansibility to 1,800. The new school enjoys enthusiastic citizen participation and support. Some 300 lay citizens spent over 6,500 hours on behalf of the school. Volunteers are still in business as a representative advisory body. And a continuing effort to improve educational service within the district is still being carried on by the permanent township high school citizens committee.

Peoria Reforms Itself

The cue to civic-minded people in Peoria, Illinois, (111,856) came in 1951 when state legislation was enacted which enabled all Illinois communities other than Chicago to adopt council-manager government if they wanted it. Peorians for Council-Manager (PC-M), a permanent group of 250 citizens, jumped at the opportunity. Why?

The second largest city in the state was operating under an inefficient system of government, featuring an unwieldy 22-man council, elected by wards. As of last May, Peoria was in debt to 279 creditors to the amount of \$350,000. Back in 1942 the city's Junior Chamber of Commerce reported over 80 brothels.

The situation, however, did not improve. As late as 1953, before the election of competent officials under a new form of government, a woman brothel proprietor pleaded guilty to evading over \$200,000 in income taxes over a period of four years. Charges that vice operators were paying in the thousands weekly for "protection" were levelled by at least one investigator. Gambling houses prospered without much interference.

PC-M, which had its roots in individual and collective action by civic-minded Peorians as far back as 1915, snapped to action. Four thousand signatures were secured in four days calling for a referendum. The reformers launched a furious three-weeks campaign. They made 32,000 phone calls, urging voters to go to the polls. A speakers bureau of 30 people made 142 speeches. Pamph-

lets entitled "Mess or Management?" were dispatched to every home. On the day of election, January 22, 1952, the ice-covered streets presented an unexpected obstacle to a large vote. Accordingly, a car pool organized by the Junior Chamber of Commerce carried 2,600 voters to the polls. The result was clear victory: 15,892 for council-manager, 7,095 against.

A new form of government does not necessarily insure a community's future. The people who operate it will determine its ultimate usefulness. So PC-M, while pleased with the initial victory, squared away for round two of the fight. The most pressing matter now was to elect a city council of high caliber. An unprecedented campaign began immediately. In three months, over a quarter-million mailing items sprayed out like buckshot from committee headquarters. When election day arrived on April 7, the high-powered speakers bureau, publicity which was fed regularly to the local papers, and a phone call campaign paid off with amazing success. Five of the city council's eight members were PC-M candidates, as was the new mayor.

The results didn't stop there. The price paid for asphalt on paving jobs dropped from \$12.50 to \$9.45 a ton. Miscellaneous city debts were lumped together in a single bond issue. Gambling and prostitution were held down by vigorous prosecution. The new police chief raided thirteen bawdy houses 35 times in six months. A payroll cut of \$23,000 was effected by eliminating purely political jobs.

The new council's quality and demonstrated alertness of citizens made it possible for Peoria to hire a first-rate city manager.

PC-M wasn't alone in its fight for better government. Among the participating and supporting groups were civic, fraternal, religious, labor and business organizations ranging from the League of Women Voters to the Peoria Advertising and Selling Club.

The price of reform: time, faith and endurance. Total work over the two years: 359 speeches, 3,500 people transported to the polls in car pools, 85,000 phone calls to registered voters, 325,000 mailing pieces dispatched, poll watching and checking, publicity, coordination—the multitude of details that add up to victory. The reward: that once vague but now tangible fact called good government.

Petersburg Progress

Over 1,500 people pitched in actively to realize an old dream of Petersburg, Virginia, (35,054). They tried once before, in 1940, but the war intervened and the effort went by the board for the duration. But what they wanted was so important to the city that they tried again in 1949. The object: a new and modern city hospital. It was badly needed. The old hospital was not only short of equipment and space but it had been condemned by the state fire marshal.

Like many other cities of comparable size, Petersburg failed to carry on a comprehensive program of municipal improvements. A large backlog of community needs had accordingly accumulated. The city government realized this and decided, in a remarkable example of government-citizen cooperation, to go "all out" in 1949.

Nine prominent business and professional men composed the Hospital Authority created by the city officials. These men, forming a permanent group, carefully planned a fund-raising campaign based on subscrip-

tions. The idea began to grow. Before long a number of volunteer workers were enlisted. Many civic groups, including the Chamber of Commerce, the Rotary, Kiwanis, Lions Clubs, the Junior Chamber of Commerce, churches, civic clubs and fraternal organizations joined the bandwagon. The local newspaper and radio station gave added force to the drive. All in all, 1,500 Petersburg citizens participated actively in a Group Pledge, worked on fund-raising committees and did public speaking—all for the cause of a long-deserved hospital.

The campaign was carried on with such enthusiasm that the financial goal was exceeded by approximately 50 per cent. A modern 180-bed hospital, costing \$3,000,000, was completed and occupied on January 15, 1953.

This campaign served to rejuvenate citizen interest in community needs. From 1950 to the present time the city has carried on an active program of community improvement—all of it with the continuing support of the press, radio, Chamber of

Commerce, civic clubs and the citizens generally.

Among the many results of this heightened community interest have been a \$1,000,000 Negro high school, a \$500,000 elementary school, an \$80,000 fire station, a \$250,000 farm market, improvements in the city's water distribution system, off-street parking facilities for more than 400 cars, adoption of a one-way street system in the downtown area which has involved street cutbacks and en-

largement of many intersections, adoption of the sanitary land-fill method of waste disposal and, at the present time, the building of a \$1,-500,000 sewage treatment system as well as a \$100,000 Negro outdoor swimming pool.

In an age when self-reliance has fallen into some disrepute, Petersburg has shown what a city can do for itself, provided the will of forward-looking citizens is unified into effectively programmed action.

Port Angeles Studies Itself

For 25 years Port Angeles, Washington, (11,233) was satisfied with itself, but a few years ago some of the townspeople decided that the community needed some face-lifting.

It was a bigger assignment than many expected. What actually happened in 1952 and 1953 was that over half the citizens worked for the town. Civic efforts moved on many fronts. One thousand citizens created a new YMCA Youth Center from a 45-year-old hospital building.

About 3,000 turned out rewarding results in a Community Study, which involved complete research on Port Angeles' boundaries, population, community organizations, churches, library, education, government, social agencies, agriculture, industry, trades and services, beautification, health, recreation and history. A complete community census was taken. The town held a series of 27 weekly town meetings with the research committees, and recommendations from these sessions were carried into action by citizen groups. Eighty-five volunteer typists, stencil cutters,

machine operators, using donated materials, did the paper work.

Every week for a year's time an average of 250 people turned out for the self-study sessions which were the assembling point for so many of the subsequent advances. Unsightly community areas were cleaned up by citizen work parties.

One thousand people worked for the bond issues which built a new school. Additional hundreds canvassed and persuaded others to tax themselves for a badly needed arterial street paving program, the first such program in a quarter of a century. The city was brought out of the mud for the first time since its founding.

The townspeople even arranged a special caravan to go to the state capital for a legislative hearing on the Puget Sound bridge proposals, vital to the community's welfare. Over 250 people traveled to the House of Representatives from Port Angeles and accounted for that body's largest public hearing.

Other accomplishments: The Chil-

dren's Hall, a home for abandoned and delinquent children, was remodeled, painted and furnished in one day by a total community effort. A \$4,000 fund was raised to finance a complete freight rate study after the community claimed the rates were the highest in the nation. The new hospital was brought out of the red.

Many citizen groups helped in producing these miraculous results. They worked hard and long for the new "Y," for streets, for schools and other community improvements. There was the Citizens Advisory Board for Schools and the Community Study Group. Out of the latter has grown the "Community Action Assembly," which is currently engaged in planning a variety of new local improvements, both in and

around Port Angeles. Practically every civic, church, business, fraternal, labor, youth and professional organization in town was in on the act. The change to council-manager government had been sparked by the Municipal League of Port Angeles.

The city of Port Angeles claims: "There is nothing impossible if you and your neighbors are willing to work for it yourselves—together!"

On the basis of what has been accomplished in the past year or two and what is planned for the future, the statement bears more than an element of truth. As a fitting climax to Port Angeles' civic progress, the town was selected by the U. S. Department of State as a showplace of American democracy in action for seven German students who lived and worked in the community.

Richmond Reconverts

Without World War II, Richmond, California, (99,545) would have avoided a lot of headaches. And there were considerable headaches, particularly when almost 100,000 war jobs folded up in 1945. It was a problem, one faced by many communities which had grown with alarming rate as a consequence of war industry. Reconversion was just as much a problem for municipalities in the United States as it was for American industry.

Richmond's citizen organizations rallied to the occasion in the postwar years. Some 2,500 citizens not only proceeded to stop their city from becoming a veritable "ghost town" but set out on a long-term program of community improvement. It took

eight years and it continues.

They first began work to attract industry to Richmond. As a result, they were able to bring a lot of the shipbuilding industry back to the empty Kaiser shipyards. New land was bought by the city council and before long there were almost 90 new industries and 36,000 jobs, as well as many more within a short commuting distance. The economic problem had been solved for the time being.

Next came the program of community improvement. Numerous citizen and mayor's committees pitched in, aggregating 1,000 temporary citizen-volunteers. The 100-strong League of Women Voters, the Service Clubs Council of 25 and the Com-

munity Welfare Council of 35 were the main local groups leading the campaign. The press and radio helped disseminate factual information. Industrial, labor and civic organizations helped raise funds, provided committee participation and collected endorsements. A committee of 100 of the Church Council, as well as 500 from the Merchants Association, helped in planning, displays and information distribution.

What did all these citizen groups accomplish?

They defeated a strong effort to establish a divisive "ward" system and they strengthened their council-manager government by charter revision.

They eliminated a "spoils" system by adopting new personnel rules, backing them up by a charter amendment.

An unsound general pension system was terminated by another charter amendment.

They accounted for the greatest tax cut in the city's history.

They conducted a successful fight for an off-street parking bond issue.

A twelve-man delegation of citizens flew to Washington to get the government to expedite the return of government land to private interests for industrial promotion purposes.

They met with city, county and state officials and began to rout out

widespread vice conditions in an adjacent unincorporated area.

They provided leadership in a housing relocation program.

They established an industrial development group to attract more new industry and supply jobs for residents.

A citizens committee put over two large bond issues, one for a county office building, the other for a major road program. Before 1953 the most outstanding postwar citizen accomplishment was the construction of a modern, postwar civic center financed by a \$4,000,000 bond issue. School, hospital and youth center buildings were also built by means of bond issues.

As for the future, many other civic improvements are contemplated. Work is already in process to revise the police and fire pension system. A continuing program to flatten 24,000 jerry-built wartime housing units has begun, and these are being replaced with modern dwelling construction.

A movie, entitled "The Story of Richmond," was filmed in 1953 to show wartorn European audiences. Ordered by the High Commissioner of Germany and the U. S. State Department, it demonstrates how citizen action in a community has helped solve the pressing problems of postwar living without federal assistance.

Scranton Diversifies

When Scranton's anthracite coal reserves became exhausted after the war, a major economic crisis threatened to hit the community. Not only was there the grim fact of 29 mines

shutting down but also the loss of 30,000 jobs for miners who had worked in pits that once gave America half its anthracite.

The industrial rehabilitation and

diversification program that citizen action accomplished in Scranton after the war has come to serve as a model to other communities. And it was accounted for mainly by a hundred Scranton businessmen who were not particularly pleased with the 15,000 drop in population over the ten-year period 1940-1950. Among the other contributing citizen factors were 2,000 members of the Scranton Chamber of Commerce, 150 incorporators of the Lackawanna Industrial Fund Enterprises and a group of non-profit civic organization members.

The Chamber of Commerce group began the task of attracting new industry. Community non-profit corporations within the Scranton Chamber of Commerce tackled the job of providing the requisite financial support. Citizen bond drives and outright capital contribution campaigns were waged throughout the Scranton area. Labor leaders, churchmen, veterans' organization leaders, small income wage earners and everyone else joined with big and small business representatives, bankers, civic leaders to raise a fund of over \$4,000,000. The banks came through with credit support amounting to additional millions.

All the money raised was used by the non-profit companies to build new industrial plants. As soon as they were ready they were offered to new industries at attractive rentals—with an option to buy.

Fifty-five new factories and 75 plant expansions have resulted from this well planned activity. The unemployed have been reduced substantially and by this coming spring

it is expected there will be a job for everybody. Once a great coal producing area, Scranton now is manufacturing everything from cigars to children's wear. Coal miners have become shoemakers, carpenters, textile weavers. Formerly unemployed diggers have found work in producing building materials, women's and children's wear, household fixtures and auto batteries.

In economic-threatened Scranton "jobs-for-men" bond selling drives had chalked up unprecedented success a few years after the war when most communities throughout the nation were prospering.

The "Scranton Plan" is a model. Surrounding towns have patterned programs to attract new industries along the same lines. Chambers of commerce from Missouri, South Carolina, Florida and Oklahoma, among many states, have sought details from Scranton as to how they did it.

Back in 1949 the *Wall Street Journal* put it this way in a story on the "Scranton Plan": "Citizens here have proved a recession-hit city can pull itself up by its bootstraps." Scranton people claim their story outstrips any other community-generated industrial development program in the country. The U. S. Department of Labor and the Chamber of Commerce of the United States point to it as a stellar example of community cooperation and community action.

A basic task force of a hundred put over the program, but it involved the active participation of 250,000 people in a united effort to resurrect

Scranton and the Lackawanna Valley. Ground-breaking ceremonies for

new plants under the community program continue.

Shreveport Survey

When part of a community lives in substandard conditions and suffers from poor educational facilities, no private hospital facilities and extremely poor health facilities, the rest of the community, sooner or later, is going to suffer. The realization of this fact by a group of civic-minded white citizens in Shreveport, Louisiana, (127,206) served to arouse enough interest in the city to begin one of the most unusual surveys ever undertaken in the deep south. Without the facts, it was obvious that nothing could be done.

The Council of Social Agencies, a permanent organization with 53 members, decided that a survey of the Negro population and its problems would be the only answer to the many questions that had gone begging for so long. They began work in 1949. Their survey was concluded last April.

More than 1,000 people contributed to the job. Before the actual interviewing began, a comprehensive educational program was undertaken. As a result, a house-to-house canvass of 11,002 dwelling units—almost 100 per cent of all Negro housing—was made by 700 trained Negro volunteers, 400 of whom were teachers. The finest specialists in each area of study—population, education, employment, health, medical care, housing, law enforcement, recreation, religion, transportation and welfare—gave generously of their time and talent.

The survey told some grim facts: There were thirteen Negro slums breeding crime and disease; toilet facilities in substandard housing were deplorable; banks were unwilling to extend loans to Negroes who could afford better housing; Negro schools were overcrowded and many of them needed to be torn down; 2,000 Negro adults couldn't read or write; no private hospital facilities existed for Negroes, and Shreveport's five Negro doctors were barred from the hospitals.

When these facts were brought to light, action was initiated immediately. A \$20,000,000 bond issue passed in an election—\$11,000,000 would be spent for eighteen Negro schools. Night classes were begun for Negro adults. The banks started to extend housing loans to Negroes. At the present time almost 800 housing units are under construction. The down payment on two-bedroom houses is currently \$330, while rental units cost \$47.82 per month. Negro doctors can now be admitted to a white hospital, which also provides private rooms for their patients. Many other improvements were begun on the basis of survey findings.

One of the highest tributes to the survey was made by the Negro doctor who headed the house-to-house canvass. He said: "The chasm which has always existed between my people and the white citizens of Shreveport has been closed. Never again will we be alone or shut off."

In addition, the survey has been publicized by the press, radio and television so well that it will prob-

ably stimulate similar efforts in other southern communities where the problem is equally pressing.

Eleven Runner-up Cities

The eleven runner-up cities were cited for the following examples of citizen action:

Corpus Christi, Texas —

For the Better Government League's campaign for a recall election and a subsequently successful municipal election campaign in which the league's candidates were elected by an almost two-to-one majority.

Fair Lawn, New Jersey —

For the activities of the Citizens School Committee and the Nonpartisan League in promoting better school facilities and better understanding and support for the borough's council-manager charter.

Glendale, California —

For the activities of various local organizations engaged in a number of community improvement programs, among them charter revision, an off-street parking program and a traffic safety campaign.

Grand Rapids, Michigan —

For citizen action sustained over a ten-year period, directed towards charter amendment and revamping of the city administration, which in turn provided for scientific, non-political citywide reassessment. Grand Rapids was an All-America City in 1949.

Greenwich, Connecticut —

For efforts of the Republican Citizens Committee and Town Republican Club, as well as other participat-

ing citizen groups, and their successful fight for the enactment of a municipal direct primary law and the elimination of political patronage as a factor in party candidate selection.

Hamilton, Ohio —

For the combined efforts of several citizen groups in securing the passage of bond issues for school and street improvements, organizing an annexation program, launching a revision of the city's building code and undertaking a novel approach to raising charity funds.

Lawrence, Massachusetts —

For the organization of the Citizens' Committee for Industrial Development which, over the last two years, has succeeded in attracting new industry and thereby relieved unemployment problems created by a recession in the woolen-worsted textile industry.

Norwich, Connecticut —

For the seven-year drive conducted by the Citizens' Committee for Better Norwich Government to obtain adoption of a new, modern charter for a consolidated city and town government and commensurate administrative efficiency in the new government.

Pittsburgh, Pennsylvania —

For the long sustained effort for fundamental area-wide improvements led by the Allegheny Conference on Community Development, the Pitts-

(Continued on page 110)

News in Review

City, State and Nation . . .

Edited by H. M. Olmsted

Manager Plan Gains 93 in 1953

**List Now Numbers 1,229
in the U. S. and Canada**

NINETY-THREE additional communities in the United States and Canada were added to the list of those using the council-manager form of government in 1953. Total number of local governments using the plan is now 1,229.

The record rate of adoptions each year since World War II indicates the council-manager plan will become the prevailing form of local government within the next decade. Adoptions in 1953 were exceeded since the war only in 1948 when there were 95.

About 40 per cent of all American communities with populations over 25,000 now have the plan, as do about one-third of those between 10,000 and 25,000.

California led all states in adoptions last year with ten communities added to the list. Florida and Illinois were second and third. Three Alaskan cities adopted the plan.

Largest city to secure the plan was Savannah, Georgia, with a population of 119,600 (see below). Cincinnati (504,000) is the largest council-manager city today; Teterboro, New Jersey, (28) the smallest.

Although council-manager government is most popular in Maine, where 120 communities have the plan, California is a strong second with 113. Texas is third with 98, followed by Michigan with 93, Florida with 67, Virginia 65, Pennsylvania 58, North Carolina 50 and Oklahoma 47.

SAVANNAH, GEORGIA, (1950 population 119,638) has been granted council-manager government by the state legislature. A bill to that effect passed the

House of Representatives on November 23 and the Senate on November 28. It was expected that a city manager would take office in February 1954, by appointment of the existing city council. The present mayor and the twelve aldermen are to serve out their terms in 1954. On the second Tuesday of January 1955 an election for mayor and six aldermen will be held. At an advisory referendum on March 28, 1951, Savannah voted 8,369 to 5,983 for the council-manager plan, but efforts to make it effective had failed until now.

BETHEL, MAINE, (1,067) at a town meeting held December 17, voted 135 to 30 for adoption of the council-manager plan.

LATHRUP VILLAGE, MICHIGAN, adopted a council-manager charter on December 7 and elected its first council, which took office December 14.

The International City Managers' Association reports the following adoptions of the council-manager plan in 1953 not previously reported by the REVIEW: in FLORIDA, HALLANDALE (3,886), FORT WALTON (2,463), and JUPITER ISLAND (Hobe Sound); in KENTUCKY, MOREHEAD (3,102); in MICHIGAN, ROSEVILLE (15,816); in TENNESSEE, DAYTON (3,191); in TEXAS, KERMIT (6,912); in UTAH, CLEARFIELD (4,723); in WASHINGTON, NORMANDY PARK. The Association also added ELK CITY, OKLAHOMA, (7,962); HOLLY, MICHIGAN, (2,663) and LYNN HAVEN, (1,787) and BAY HARBOR ISLANDS, (296), FLORIDA, which adopted the plan before 1953. It has removed TEMISCAMING, QUEBEC, because it has not appointed a manager for over a year. A bill has been filed in the MASSACHUSETTS legislature calling for a local referendum in the town of RANDOLPH on the question of establishing the selectmen-manager plan of government.

Judge Jesse Morton of the Suffolk Superior Court has approved a request of the BROCKTON, MASSACHUSETTS, Taxpayers Association that Brockton registrars of voters provide more specific information on why they turned down the association's petition for a referendum on the question of adopting the council-manager plan. A bill to authorize such a referendum in 1954, despite the rejection of the petitions, has been filed with the legislature.

In NATICK, MASSACHUSETTS, a town manager committee, appointed at the last town meeting, is making a study of the manager plan and has held a public meeting for discussion of the plan.

A bill has been introduced in the MASSACHUSETTS legislature under which appointments by city managers would require council confirmation. As criticized by the *Worcester Gazette*, this would subject such appointments to patronage under the council and break down the safeguards against interference between administrative and legislative functions in the council-manager plan.

At the annual session of the Barnstable County Selectmen's Association on December 4 in Hyannis, Massachusetts, on Cape Cod, a member warned his brethren against town manager and executive secretary forms of town government "creeping onto the Cape."

In EAST PROVIDENCE, RHODE ISLAND, a charter based on the strong mayor principle was submitted and defeated in November 1953 by the opposition of the local citizens' league. The latter then spearheaded a drive for election of a new charter commission dedicated to the manager plan. It was successful on December 9 in electing five candidates definitely committed to council-manager, three uncommitted as yet and one member of the former commission who favors the strong mayor form. East Providence now has the old town form of government.

In PEEKSKILL, NEW YORK, the newly formed City Manager Committee has set up three subcommittees to gather information on the functioning of the council-manager plan in other cities.

In WAVERLY, NEW YORK, petitions for a vote on the council-manager plan have been circulated by the Citizens Committee for a Village Manager Form of Government, which has also formulated a program of popular education.

KINGS MOUNTAIN, NORTH CAROLINA, recently voted to abandon the manager plan.

In THOMSON, GEORGIA, as a result of study by a committee appointed by Mayor Darrell Johnson, proposed charter amendments, including appointment of a city manager by the mayor and council, have been incorporated in a bill for introduction in the state legislature. The manager would have charge of all departments; however, his appointments of department heads and employees would be subject to approval of a majority of the mayor and council.

The city council of BECKLEY, WEST VIRGINIA, has proposed various charter changes, subject to public reaction, one of them calling for appointment of a so-called city manager by the mayor with council approval.

The village of AMBERLY, OHIO, a suburb of Cincinnati, recently elected a charter commission to draft a council-manager charter.

In SPRINGFIELD, ILLINOIS, the Manufacturers and Employers Association points to the success of Peoria in establishing the council-manager plan and emphasizes the need for vigorous community-wide action for the same purpose in Springfield.

In DULUTH, MINNESOTA, a vote on adoption of the council-manager plan is being urged, possibly as early as April of this year.

A campaign for the council-manager

plan has been in preparation in SEDALIA, MISSOURI.

The first public hearings on the council-manager charter drafted by the WEBSTER GROVES, MISSOURI, charter commission were held in December. An election thereon is scheduled for March 23. Mayor John H. Cassidy has announced that he does not favor the charter.

The November REVIEW (page 517) erroneously reported that VINTON, IOWA, defeated a proposal to adopt the manager plan. As correctly stated in May (page 184) the Vinton city council established the office of manager and made an appointment March 1, 1953.

The MISSOULA, MONTANA, Chamber of Commerce polled its membership on the council-manager plan; 79 per cent voted in its favor.

Members of the FLAGSTAFF, ARIZONA, Chamber of Commerce voted 87 to 25 for the council-manager plan.

In SAN ANTONIO, TEXAS, a petition calling for an election on charter amendments to replace the council-manager plan by the strong-mayor plan was filed with the city clerk on December 2. The movement is supported by the group that has unsuccessfully sought the recall of six council members.

LOVINGTON, NEW MEXICO, is reported to be preparing to vote at the next election to become a city under the council-manager plan.

A petition calling for a referendum on the question of adopting the manager plan has been filed with the city council of SPARKS, NEVADA. A referendum is expected in the spring.

ROSEVILLE, CALIFORNIA, rejected a proposed council-manager charter at an election on December 1.

The city council of PORT HUENEME, CALIFORNIA, established the position of chief administrative officer by ordinance effective September 24, 1953, and made an appointment to the office on November 18. The ordinance describes as his

primary duty, "To execute on behalf of the city council its administrative supervision and control of such affairs of the city as may be placed in his charge." He is directed to prepare and administer the budget, to coordinate departmental operations and to make various studies; but no appointive power is specified.

Municipal Policy Statements at AMA Convention

At the 1953 American Municipal Congress, held by the American Municipal Association in New Orleans early in December with a registration of nearly 750 officials and representatives, several policy statements codifying various resolutions and statements of the AMA in recent years were adopted.

The statement on municipal finance asked the federal government to consider the requirements of local governments when drafting national tax proposals. The need of payments in lieu of taxes was stressed in connection with federal installations requiring municipal expenditures, particularly in connection with an influx of military or industrial defense personnel. The states were asked to grant a broad tax base to cities and to help stabilize municipal finances and services by state aid. State municipal leagues were urged to submit comprehensive revenue plans to the legislatures.

As to highways, the need of more adequate allocation of federal aid for use in urban areas was reiterated; the Bureau of Public Roads was asked to continue its present level of planning; state highway agencies were urged to establish urban road sections, with further technical assistance to municipalities and development of over-all highway plans.

Municipal objectives in intergovernmental relations were stated to include: The federal government should not enter fields of state and local activity unless there is a well defined national interest therein; federal agencies should make greater use of advisory councils of

municipal officials; local government operations must be considered in any discussion of intergovernmental relations. Congress was urged to continue the federal highway aid program and aid for low-rent housing, slum clearance and urban redevelopment, and to provide extension of federal social security to municipal employees and an office of intergovernmental relations in the office of the President, including in it a bureau of municipal affairs.

A resolution was adopted urging upon the President and Congress the necessity for a positive federal civil defense program recognizing primary federal responsibility for leadership in promoting and financing state-municipal civil defense programs, with the direct federal-municipal relations where necessary.

Congress and the administration were also asked to delay for one year announced changes in the federal public power policy, so as to give municipalities time to study possible effects and to appear before the appropriate federal agencies.

The AMA elected Mayor William E. Kemp of Kansas City, Missouri, as its new president, and Mayor A. C. Thompson of Jackson, Mississippi, as vice president.

Mayors Urge Policies at Meeting with President

At a conference of mayors and managers of cities over 75,000 population, called in Washington by President Eisenhower on December 14-15 to consider national security, four specific recommendations adopted by the U. S. Conference of Mayors, at its annual meeting in Montreal in September, were presented by Mayor Elmer E. Robinson of San Francisco, president of the mayors' conference. They are briefly summarized as follows:

Civil as well as military defense is a fundamental responsibility of the federal government. The administration should

ask sufficient funds of Congress, which has failed to take civil defense seriously, thus making for general public apathy.

Slum clearance and urban redevelopment constitute a national program vital to cities. The present federal-municipal partnership in this field is sound. If as much federal funds were expended on this program as on the purchase of surplus butter the worst slum areas in major cities could be cleared in two or three years.

A unified nation-wide network of interstate highways is fundamental to the national economy and defense and is only possible under federal supervision and matching of funds. The present federal program should be continued and not turned over to the states.

War production facilities should pay their proper share of municipal services.

New Officials Greeted at Cleveland Institute

A recognition dinner, followed by a good government institute, was given on December 17 to newly elected Cleveland and suburban officials by the *Cleveland Press*, in collaboration with the Citizens League, the Cuyahoga County Mayors Association and Western Reserve University. As reported in the *Press*, public service was stressed at this unique affair as the primary objective of good government. The "institute" aided new officials in an appreciation of their duties and opportunities.

Louis B. Seltzer, *Press* editor, was dinner chairman; Charles A. Carran, city manager of East Cleveland and president of the mayors association, introduced panel members; and Robert Rawson, president of the Citizens League, acted as moderator for the institute. Participants included the mayors of Cleveland and of three suburbs, the city manager of Cleveland Heights, a Lakewood councilman, Cleveland's chief counsel, the director of the Regional Planning Commis-

sion and Professor Morton Long of the university.

The institute may be made an annual event.

Patronage a Bipartisan Issue in Philadelphia

An amendment to the charter of Philadelphia, to permit political activity for employees of elective municipal offices, has been urged by Democratic City Chairman W. J. Green, Jr., with support from Richardson Dilworth, district attorney, elected in 1951 as a reform candidate.

Mayor Joseph S. Clark, Jr., a Democrat also elected in 1951 on a platform which included a pledge to keep city workers out of politics, opposes the move. Although asserting that the Republican opposition has no such restraint and is "arming to the teeth" by use of patronage in various offices it holds, he declared, "good government and more patronage simply do not go together. Without patronage the Democratic party won five successive elections in Philadelphia by appealing to independent voters. . . . That independent support, in my judgment, will be forthcoming only so long as we Democrats stand up for our principles."

The Republican city chairman, Robert C. Duffy, is heartily in sympathy with the move for employee participation in politics, and would like to extend it to all city workers except police and firemen. He said, "The Democrats are in the Johnny-come-lately class when they advocate extension of political activity for municipal employees. We have always been ahead of them."

Home Rule Studied in Indiana

Governor George N. Craig of Indiana has appointed a twelve-member committee to promote home rule for local governments. It is expected to prepare bills for action by the 1955 legislature and

formulate plans to reduce the cost of state governmental operations by eliminating non-essential functions, and to give more authority to the localities.

Phoenix and Tucson Make Large Annexations

On December 29, 1953, the largest single annexation in the history of Phoenix, Arizona, became effective. A residential and industrial area of 2.75 square miles and 8,000 people, to the west of the city, was added as the result of petitions signed by owners of over 55 per cent of the property in the area. The total area of the city becomes 23.75 square miles and the estimated population 138,000.

A vigorous annexation campaign conducted during 1953 by Tucson, Arizona, resulted in the addition of ten different areas with an aggregate size of approximately 1,600 acres. The annexations increased the city's population, which was 45,064 in 1950, to more than 50,000. One of the ten annexations is currently under dispute in the courts.

Illinois Municipal League Organizes by Districts

In the interest of closer coordination of the legislative efforts of the Illinois Municipal League, and to provide opportunities for municipal officials to discuss mutual problems on a district level, the league has set up five divisions, each to have a chairman appointed by the league president. The division chairman will appoint chairmen for the various senatorial districts in each division. It is planned to hold at least two meetings in each division each year.

New York State Civil Service Dissected

In a 750-page report, issued in printed form late in 1953, the Temporary State Commission on Coordination of State Activities presents a highly detailed anal-

ysis of the New York State Department of Civil Service and its activities, with many recommendations for improvement.

The commission is headed by Senator Walter J. Mahoney and includes two other senators, three assemblymen, State Tax Commissioner A. J. Goodrich, Dr. Paul Studenski, fiscal consultant to the State Division of the Budget, and Lawrence E. Walsh, then counsel to the Public Service Commission. The staff work on the civil service report was headed by William J. Ronan as director of studies and Arthur J. Schwartz as counsel.

One of the chief recommendations resulting from the study was that there should be a single administrative head for the department, heretofore headed by the Civil Service Commission. This change has already been authorized by statute, and Governor Thomas E. Dewey recently appointed a high-level business executive to the position. The commission remains as a board to hear appeals and make rules, which is in line with another recommendation in the report.

Other conclusions reached by Dr. Ronan and Mr. Schwartz as to civil service needs are:

Better integration of the personnel bodies now in the state government, realignment of their functions and clarification of their relationship to the Department of Civil Service.

More definite establishment of responsibility of the governor for personnel management in the state.

Substantial reorganization of the department, with streamlining of its procedure so as to render better service to the operating departments, to applicants for positions and to the general public.

Greater flexibility in administration than tradition, present practices and procedures and, in some instances, the interpretation of the law permit.

More emphasis on positive personnel activity that can be achieved without

sacrificing essential safeguards of the merit system.

Some decentralization of personnel management, in view of the size of the state government and its departments.

A more systematic spelling out of personnel policy in the rules of the commission, to provide guidance for the operating departments as well as for the Civil Service Department itself.

Restatement and amendment of the civil service law, to provide a better base for efficient administration of a personnel system comprising more than 70,000 persons.

Arizona's Apportionment Amendment Held Constitutional

The Arizona Supreme Court in December upheld a constitutional amendment adopted in September which was challenged on the ground that, in limiting the House of Representatives to 80 members and giving two senators to each of the state's fourteen counties, it violated the provision of the constitution requiring measures to deal with one subject only.¹ The plaintiffs were opposed specifically to the Senate provisions of the amendment. Though the Senate section did not contain an effective date, the court inferred from the specific date of the House section that the change in the Senate was to begin in January 1955, with the 22th legislature.

PAUL KELSO

University of Arizona.

Use of Census Tracts Urged in Redistricting

Legislation in Michigan, following adoption of the reapportionment constitutional amendment in November 1952, assigned 38 of 110 state representatives to Wayne County, including the city of Detroit. It directed the county board of

¹See the REVIEW, December 1953, page 565.

supervisors to divide the county into representative districts and also to arrange the seven senatorial districts (out of 34 statewide) allotted to Wayne County by the amendment.

The board's special reapportionment committee completed the task in December 1953, closely following ward boundary lines in Detroit. The Detroit Citizens League has pointed out that there is little justification for even maintaining the present ward boundaries. It commended a proposal of the Citizens Research Council of Michigan for the use of federal census tracts in establishing legislative districts, as the best aid in making the districts substantially equal in population, per legislator, compact in area and relatively homogeneous in socioeconomic characteristics.

N. Y. State Chamber of Commerce Supports P.P.R.

At its regular monthly meeting in New York City on January 7, the New York State Chamber of Commerce, reversing its previous position, took a stand for permanent personal registration on a statewide basis. The chamber traditionally supports Republican measures. Governor Thomas E. Dewey, in his annual message to the legislature on January 6, gave his support to P.P.R. but on a local option rather than a statewide basis.

Wisconsin Retirement Fund Integrated with OASI

Wisconsin has pioneered in the integration of a state retirement fund with federal old age and survivors' insurance (OASI).¹ Congress was persuaded, in August 1953, to pass a special act authorizing integration of the Wisconsin retirement fund, created by the 1943 legislature, with OASI. Now that this

has become operative, some 30,000 state, county and municipal employees continue under the state retirement fund on an integrated basis and are also brought under OASI. In addition 10,000 or more persons in over a thousand local governments are under OASI only.

FREDERICK N. MACMILLIN
Executive Secretary

League of Wisconsin
Municipalities

New York Studies Ethics Code for Legislators

Senator Thomas C. Desmond has introduced in the New York legislature a series of bills relating to ethics of legislators. They would bar legislators from taking fees for representing clients before state departments; bar state, city or county chairmen of political parties from serving as paid lobbyists at the capitol during their terms of party office and for five years thereafter; ban political contributions from holders of liquor or race track licenses, road contractors and other purveyors to states and cities; ban race tracks and professional baseball clubs from giving lawmakers season passes.

Governor Dewey also has a program toward such ends and has appointed a commission on ethics of legislators where such measures will probably be reviewed.

R. S. C.

Interstate Forest Fire Compact for Southeast

State foresters and commissioners on interstate cooperation, meeting in Nashville, Tennessee, last fall, approved a new Southeastern Interstate Forest Fire Protection Compact, according to *State Government* for December. Integrated forest fire plans and provisions for mutual aid in fighting fires are objectives. The member states were expected to be Alabama, Florida, Georgia, Kentucky, Mississippi,

¹See "State, Local Retirement Plans Need Clarifying," the REVIEW, November 1953, page 533.

North and South Carolina, Tennessee, Virginia and West Virginia.

Limit on New U. S. Senatorships Proposed

A constitutional amendment to restrict representation of new states in the United States Senate to the population average for the existing states is advocated by John R. Pillion, Republican member of the House of Representatives from Lackawanna, New York. He urges that action on admission of Hawaii or Alaska as states be deferred until such an amendment is adopted. If they are admitted under the present system they would have four senators, for only 628,437 people, while the average for the United States is four for 6,456,000. In the Electoral College they would have seven votes, an average of one for 89,000 people, as compared to the national average of one for 287,000.

Representative Pillion's proposal would permit a new state one senator after its population attained one-half of the national average population per senator. This minimum, based on the 1950 census, is 794,646; and neither Hawaii, with 499,794, nor Alaska, with 128,643, would rate one senator. For two senators one and one-half times the average, or 2,383,938, based on 1950, would be required.

Admission of Hawaii alone, Mr. Pillion asserted, would lay the Republican Congress open to the charge of Senate-packing, as Hawaii would probably elect Republican senators. This would strengthen the demand for statehood for Alaska, expected to go Democratic, and the disproportion caused by admission of Hawaii would be made much worse, he commented.

Canada Struggles with Representation Inequalities

The Canadian House of Commons on December 7, 1953, by unanimous resolution, empowered its standing committee on privileges and elections to seek an improved method for the redistribution of parliamentary seats. The Citizens Research Institute of Canada (in Toronto, Ontario) has urged such action and recently issued in a brief bulletin results of a study of parliamentary representation. This shows that inequalities of representation that plague the United States are also found in Canada.

In the Canadian Senate each province has a fixed quota of seats, but in the House of Commons seats have been apportioned among the provinces according to population, as shown by the decennial census, with certain exceptions because of constitutional changes that have weakened the strict population principle. These have not greatly distorted the representation of provinces as a whole; but as the constitution does not require an equitable distribution of parliamentary seats within each province, the actions of the House of Commons in redistricting provinces have provoked widespread criticism and have produced gross inequalities. A table in the bulletin shows that under the 1952 redistribution the constituency populations, per member, vary from less than 10,000 to over 90,000, as compared to an average of 52,844. As in the United States, the urban areas are generally much under-represented.

The institute emphasizes that the House committee has a unique though difficult opportunity to develop standards for controlling the redistribution process, both as to populations and boundaries of constituencies.

County and Township Edited by Edward W. Weidner

County Seen as Key in Metropolitan Areas

Simultaneous Studies Urged to Test Alternate Patterns

EDITOR'S NOTE.—The article below is made up of excerpts from an address by Frank C. Moore, former comptroller and former lieutenant governor of New York State, before the Buffalo and Erie County Planning Association, December 11, 1953.

MORE than half the people of our nation live in its 168 metropolitan areas. In each of these areas we are witnessing a centrifugal movement of people as well as business and industry.

Despite gloomy predictions to the contrary, I believe the core cities will retain their preeminent importance as the cohesive centers, which hold the region together. They will continue to be the best location for some types of activity but the outlying areas will increase in importance for other purposes.

With intelligent planning and action, each part of the area will develop the activities for which it is best fitted. There will be increasing interdependence of each section upon the rest of the area.

In recent years, quite a few attempts have been made to find solutions by isolated, duplicating and uncoordinated studies of fragments of the total problems of the great metropolitan areas.

It seems to me that time and money can be saved and the chances of success greatly increased by attacking these problems on a nation-wide and coordinated basis. This could be accomplished by pooling the efforts and resources of outstanding organizations of citizens and public officials, the research agencies, the universities and the foundations interested in our federal, state and local governments.

By selecting ten or fifteen typical metropolitan areas, we could find the common denominators of problems and possible solutions to the advantage of all areas. For best results, it would still be necessary to custom tailor the general conclusions to fit the specific community.

We have in Buffalo and Erie County one of the great metropolitan areas of the nation.

In population, Erie County is the largest unit of government in New York outside of New York City. Its boundaries include a large portion of the territory of this metropolitan area. It now provides important services to most of the people of the area.

Within the last decade, we have observed considerable change in the county government of New York State. There is evidence of its continued expansion in the period ahead.

If there is to be a decentralization of federal and state governments, the county is the natural heir to any powers that may be surrendered by the central governments. It has the geographical size and the potential resources to take on additional duties.

The counties of New York State cannot escape their destiny of the dominant role among our local governments, outside of New York City.

To predict the ultimate effect of the development of this metropolitan area upon the county of Erie, I would have to anticipate the results of studies not yet started. But I can list the governmental routes to the development of this area, assuming that our citizens are not content with the somewhat leisurely pace of past progress.

In enumerating routes, I intend no inferences of priority of preference except as I specifically indicate. I have included some methods I frankly believe

impossible and unwise solely because other areas have employed them—although under what I believe to be differing circumstances and conditions.

Here is a list of these possible and impossible routes.

1. A new over-all government—perhaps some type of borough government—could be established for the metropolitan area in place of the present municipalities and districts. A borough plan like that of London (not New York) has been suggested recently for Cincinnati.

2. The rest of the metropolitan area could be annexed to the city of Buffalo and the county and city governments merged as in New York.

3. The present city of Buffalo could be set apart as a separate county and a new county of Erie established including the remainder of the present county.

4. A federation of local governments could be created as in the Toronto metropolitan area.

5. Our present system of local governments could be continued with the county providing certain services now supplied through separate local governments.

6. Our present system of local governments could be continued with the elimination of the obstacles—constitutional and otherwise—which prevent the cooperation of our localities in meeting the common needs of their citizens.

7. A new type of suburban community could be created which would eliminate the overlapping of town and village governments.

8. We could siphon off functions of normal local government and exercise them through public authorities, outside the control of the electorate, sometimes created when we do not trust ourselves or those whom we choose to represent us in municipal government.

Frankly, I prefer the continuation of our present system of municipalities and school districts with these provisos:

1. We should eliminate the obstacles to cooperation among municipalities in providing a common service.

2. We should reappraise the role of the county and strengthen it wherever necessary to meet its expanding responsibilities.

3. We should recognize that our suburban towns are no longer mere administrative subdivisions of the state and county but municipalities providing most of the services of cities and villages through the old-fashioned medium of "special districts." The time has come to revamp the town law and town government to meet the present needs of suburban communities.

4. We should find the answer to the conflict between towns and villages over the alleged double taxation of village real estate for town and village services.

FRANK C. MOORE, *President*
Governmental Affairs Foundation

Albemarle County Executive Cites Accomplishments, Aims

A new county executive has been elected in Albemarle County, Virginia, M. Maupin Pence, formerly finance director for the city of Charlottesville. Mr. Pence has outlined some of the plans and progress of the county in the October 1953 issue of *Virginia and the Virginia County*. The construction of a joint city-county airport is proceeding as well as the creation of a central fire department which embraces considerable territory. The county is also taking action in providing area dumps for rural residents and has developed a seven-year school building program.

Wayne County Committee Studies Reorganization

The board of supervisors of Wayne County (Detroit), Michigan, has set up a ten-member study committee to report on the "feasibility of abolishing, altering and/or merging certain functions of gov-

ernment within Wayne County," according to *The Civic Searchlight* of the Detroit Citizens League.

A number of proposals have already been placed before the committee for consideration. Merger of the following functions of the county and of the city of Detroit has been suggested: purchasing, building and maintenance, tax collection, property assessment, civil service, election commission, public health and hospitals, social welfare, water and sanitation, and parks and recreation. Such consolidations might well pave the way for other municipalities and townships in the county to purchase services on a contractual basis if they can be furnished more economically.

Two proposals deal with the judiciary. One would consolidate the Recorder's Court Jury Commission with the Wayne County Board of Jury Commissioners; the other would merge the various offices collecting court fees and provide for a careful audit of them.

Philadelphia Coroner Duties under Non-medical Examiner

The elective office of coroner in Philadelphia has been abolished, together with several other county offices,¹ and his functions divided. The coroner's legal duties have been placed under the district attorney and his remaining functions transferred to an examiner in the Department of Health.

Old ways persist, however. The new title was made "examiner" rather than "medical examiner" and the equivalent of inquests, without juries however, still lingers in the new office. The examiner is not required to be a doctor or to have any particular medical or experience qualifications and holds hearings and investigates deaths in a manner similar to inquest procedures.

Efforts are being made in the city

council to restore to the new examiner former legal functions of the coroner, turning the hands of the clock backward again by the mingling of legal and pathological duties.

R. S. C.

Suggests Virginia Counties Set Up Sanitary Districts

A suggestion that counties take advantage of the provisions of Virginia law permitting establishment of sanitary districts has been made by Dr. E. S. Overman, assistant director of the Bureau of Public Administration at the University of Virginia. An article in *Virginia and the Virginia County* (October 1953) points out that sanitary districts are devised for providing service where service is desired and needed without creating an additional unit of local government. Once established in a county, a sanitary district is under the complete control of the county board of supervisors. The board may provide the following services in such districts: water supply, sewage disposal, garbage removal and disposal, heat, light, fire fighting, power and gas systems, and sidewalks.

Dr. Overman points out that there are 191 incorporated towns in Virginia, of which 167 have a population of less than 3,500.

Riverside County, California, to Study Charter Plan

Accord has been reached by the County Farm Bureau and the Associated Chambers of Commerce in Riverside County on the proposed study of the suitability of a charter plan of government for the county.¹ Both organizations have now come out as backing a study, results of which would be presented to the board of supervisors in April. It is recommended that the study be made by a private group rather than by an officially

¹See the REVIEW, November 1953, page 518.

¹See the REVIEW, October 1953, page 466.

appointed committee. If the proposal for a board of freeholders should be accepted by the board of supervisors in April, an election must be called for the purpose of selecting its members.

In addition to the Chambers of Commerce and Farm Bureau, the idea of a charter plan for the county was backed by a recent grand jury and is supported by the *Riverside Enterprise*.

"I venture to say that with the right kind of cooperation between the people in these towns and the boards of supervisors and especially with a sincere desire on the part of county officials to provide the services needed, most of these towns would be better served as sanitary districts. I would even go so far as to say that there are cities in this state which would be more appropriately governed as sanitary districts."

The latest information available indicates that, in 1948, 21 districts had been created but 14 were already inactive. Many instances of inactivity were caused by the annexation of district territory by cities.

Dr. Overman concludes, "Here is one area of government where the board of supervisors can be master in its own house. As long as the provisions of the statutes are complied with, the counties can go their own way in operating sanitary districts."

City-county Building Proposed for El Paso

Under a proposal recently made by the county judge of El Paso County, endorsed by the mayor of the city of El Paso, the county and city plan to join forces to improve and enlarge the court house as a general government building. The present city hall would be vacated.

In addition to the general over-all economies obtained by having the two units of government in the same building, there will be specific improvements in law enforcement as a result of a sys-

tem of cooperation between the sheriff's department and the city police.

Virginia Local Government Officials Hold Conference

The second Virginia Local Government Officials' Conference was held at the University of Virginia in September. The conference was so successful that this training session will become an annual event. Rendering technical assistance was the Bureau of Public Administration at the University of Virginia. A large number of sessions were held and both academic and public officials spoke and chaired sessions. Attendance was 477 persons, as compared with 357 in 1952.

Arizona County Joins State Retirement System

Cochise County became the first county of Arizona to adopt a retirement plan for its employees when its board of supervisors in December voted to join the state retirement system.

PAUL KELSO

University of Arizona

Manuals Prepared for County Officials

A new manual for county supervisors in Virginia has been issued and a manual for clerks of boards of supervisors in New York is well on its way to completion. Preparation of the Virginia manual was supervised by Dr. E. S. Overman, assistant director of the Bureau of Public Administration at the University of Virginia, and was drafted by Jo Desha Lucas, assistant professor of law, at the University of Chicago Law School.

Preparation of the Virginia manual required nearly three years. Preliminary drafts were revised in accordance with suggestions from ten state and twelve local government officials. It has been hailed as an outstanding contribution to a better understanding of county government in Virginia.

(Continued on page 97)

Proportional Representation*Edited by George H. Hallett, Jr.
and Wm. Redin Woodward**(This department is successor to the Proportional Representation Review)***Worcester Elects
Civic Group Majority*****But Mayor Is Chosen
on Partisan Lines***

WORCESTER'S new city council took a step toward partisanship in the wake of the city's third P.R. election.

The nine councillors who were elected November 3 didn't campaign on party lines. Nor were there any party labels on the ballot. But when the councillors-elect met in December to choose a mayor, a majority agreed that he would have to be a Democrat. The new council included two Republicans, six Democrats and one independent who attended the few Democratic caucuses that have been held. The previous council had three Republicans, five Democrats and the same independent.

The new council was deadlocked for 270 ballots on the choice of a mayor. On the 271st, six of the Democrats agreed to elect Councillor James D. O'Brien to the post. He is the senior member of the city government, having served a dozen years in the old city council and the past four years under the council-manager plan adopted in 1950. He has been neutral toward P.R., saying that he has been elected under both P.R. and plurality voting and would not argue with the public's choice of an election system.

As mayor, he succeeds Andrew B. Holmstrom, a Republican, who has held the job for the past four years. Mr. Holmstrom was unanimously chosen vice-chairman of the new council.

Most councillors insist the vote on mayor was not the opening gun in an effort to make the administration of city affairs openly partisan. But one or two frankly admit they favor such a move.

In the P.R. election, Mayor Holmstrom led the field, as he did in the first two under that election system. This time, he polled 11,710 first-choice votes, a decrease from the 13,290 he received in 1949 and the 14,752 credited to him in 1951. His total was still substantially above the quota of 5,677.

Councillor O'Brien also topped the quota on the first count, with 5,940 first-choice votes, 1,500 more than he received two years ago. It was the first time two council candidates had exceeded the quota in Worcester's three P.R. elections.

In addition to Mr. Holmstrom and Mr. O'Brien, four councillors were reelected. A fifth sought reelection and was the last man counted out. Two councillors did not run for another term.

Citizen Support

The Citizens Plan E Association, non-partisan civic organization which led the fight for council-manager government, endorsed nine council candidates out of the 38 running. Seven of those endorsed by the association were elected, as was the case in 1951.

The association continued its policy of not trying to keep councillors rigidly in line once they are elected. It did not campaign openly for any particular candidate for mayor. Mayor O'Brien, who received the votes of five councillors endorsed by the Citizens Plan E Association, was not one of the candidates endorsed by the group in the election. He was approached at the time, but declined the endorsement.

Although it has not taken a firm stand on most issues, the association has expressed concern at the trend toward partisanship. If this trend continues, the association is expected to become more vigorous in combatting it.

A six-member school committee was also elected November 3. Mayor O'Brien automatically becomes chairman and seventh member, with full voting privileges.

For the second election in a row, School Committeeman Edwin Higginbottom was the only member to exceed the quota on the first count. He received 9,062 first-choice votes. The quota was 8,112.

The three other school committee members who sought reelection won it. One other member did not run. Another ran for the council and was defeated. In all, there were sixteen candidates for the school committee.

A Mild Campaign

The election campaign, for both the city council and school committee, was a mild one. The turnout of voters reflected it. For the second straight time, there was a decrease in the number of votes cast, with only 59,710 going to the polls.

But that was substantially more than pre-election forecasters had expected. It compared favorably to the 61,397 of two years ago, although it was well under the 76,390 who voted in the first P.R. election in 1949. In 1949, however, there were 152 candidates for the council and 36 for the school committee.

As the number of voters went down, the number of invalid votes went up. Some 2,843 council ballots were found to be improperly marked this year, as compared to 2,719 in 1951 and only 1,584 in 1949. There was not an intense educational campaign this year on how to mark P.R. ballots, as there had been before the two previous elections.

There were three ballots this year—one for the council, one for the school committee and one for a referendum. But

this apparently caused no particular confusion. Nor did it slow the count.

The ballots were counted in the fastest time yet, under the direction of George H. Hallett, Jr. The council count began Wednesday morning and was completed Friday night. The school committee count began Saturday morning and ended Monday night, with time out Saturday afternoon and Sunday. Referendum ballots were counted at opportune moments during the council count. The entire counting procedure went off without a hitch and without criticism from any quarter.

Election Information

As a result of a change in state law, more detailed information on the election results has been kept than in the past. City Clerk Robert J. O'Keefe has published a pamphlet showing not only first-choice votes and transfers, but the first-choice votes received by each candidate in each precinct and the number of votes from each polling place finally counted for each of the elected candidates.

There was nothing in the election results to indicate any weakening of support for P.R. Unless those who are disturbed by growing partisanship turn against the election system, it would seem as strong as ever.

An attempt by some Democratic leaders to put the repeal of P.R. on the November ballot as a referendum fizzled when they failed to collect enough valid signatures. They needed only 5 per cent of the registered vote but couldn't quite muster it. A similar effort failed a year before. As the state law now stands, the question cannot be put on the ballot again before 1955.

ROBERT C. ACHORN

The Evening Gazette
Worcester, Massachusetts

Taxation and Finance*Edited by Wade S. Smith*

Tax-free U. S. Industrial Property a Problem

Loss in Income a Serious Setback for Communities

EDITOR'S NOTE: The following is an excerpt from a paper delivered before the panel on "Cities and the National Government" at the National Conference on Government of the National Municipal League, Richmond, Virginia, November 9, 1953, by George H. Deming, director of technical assistance, American Municipal Association.

THE problem of payments to state and local governments on account of federal real and personal industrial property has received considerable attention for a number of years. While it is not a new problem, it has merited increasing thought more recently for two reasons: (1) the competition for revenues to meet the cost of governmental services; and (2) the increased defense program and property acquisitions by the federal government, which have taken valuable property off local property tax rolls.

The situation is made more complex by the fact that some agencies pay taxes while other agencies pay no taxes or payments in lieu of taxes on similar pieces of property. Similarly, one federal agency may pay taxes on a property as long as it is owned by it—when the property is transferred to another agency, it becomes tax-exempt.

From the standpoint of local government, the problem is particularly acute because it brings a more extensive defense burden to bear on some units of local government than upon others. Indeed, the officials of the Defense Department are willing to admit that, to the extent that a unit of local government can be made to support a tax-free industry, so the national defense budget is stretched

out. This attitude was brought out in no uncertain terms in a congressional hearing last winter when the acquisition of an aircraft plant in southern California was under consideration.

The effect of the loss of taxes on industrial property can be appreciated best perhaps by detailing a few cases resulting from the transfer of taxpaying RFC property to a tax-exempt status.

In Southington, Connecticut, a town of 6,000 persons, a tax loss of \$60,840 was suffered when an aircraft plant became tax-exempt. In Riverbank, California, a community of 2,200 persons, a tax loss of \$55,512 was suffered when a metals processing plant went off the tax rolls. In Madison, Illinois, a tax loss of \$66,196 was suffered when a small parts plant went off the tax rolls. These are three of scores of similar cases throughout the nation.

Tax loss of this magnitude is nearly a catastrophe in such communities since in most cases they must continue to provide school facilities, streets, municipal utilities, welfare services and the like to those employed by the tax-exempt industry.

In addition, there is a growing tendency on the part of federal defense agencies to phrase contracts so as to exempt raw materials, implements, equipment, machine tools and goods in the process of manufacture from local taxation. This is accomplished by immediately transferring title to such property to the federal government, or an agency thereof, upon small partial payment of the purchase price by the contracting federal agency.

The holders of such contracts constitute a large segment of private enterprise in the nation. They require and receive all the protective and other services of local government without which they

could not operate during the process of manufacturing material under federal contract. The cost of such removals means an annual loss of a quarter of a million dollars in tax revenue to the city of Detroit. In San Diego, about \$80,000,000 worth of personal property is tax-exempt.

Present legislation assumes the primary responsibility for meeting needs of critical areas because of defense activities to be that of municipalities unless they are demonstrably fiscally incompetent. This assumption is contrary to the premise that the cost of defense is a "national" responsibility that should be extended over the complete tax base of the nation.

The basic question would seem to be whether or not the costs of national defense should be borne by the whole nation on an equitable basis or whether particular communities because of their industrial abilities should be asked, indeed ordered, to bear more than their fair share.

GEORGE H. DEMING

American Municipal Association

State-local Borrowing at New Peak in 1953

State and local governments of the United States set a new record in long-term financing in 1953, selling their bonds to a total of more than five and a half billion dollars. The year's total was one-fourth higher than in 1952, and included seven hundred and seventy million dollars of bonds sold in December 1953, an all-time monthly record. The annual totals, as compiled by *The Daily Bond Buyer*, have been as follows for the last five years:

State-local Long-term Financing

1949	\$2,995,525,049
1950	3,693,604,165
1951	3,278,153,053
1952	4,401,317,467
1953	5,551,317,269

The 1953 total included \$1,566,244,570 of revenue bonds, a figure which also set an all-time record for annual issuance of this type of obligation. The other \$3,985,072,699 includes bonds payable from ad valorem taxes, assessments or from water, light and similar service enterprise revenues but with the pledge also of the issuer's general taxing power. The total also includes bonds of local public housing authorities, supported under federal statutes from rentals and federal contributions.

Voter approvals of new state and local bonds in 1953 were lower than in either of the two preceding years, although the voters approved nearly as large a proportion of the dollar aggregate submitted to them as they had in 1952. In 1953, bonds aggregating \$1,851,594,000 were approved, while proposals defeated aggregated \$388,769,450, approvals thus representing 83 per cent of the total submitted. In 1952, approvals had totaled \$2,353,970,000 and defeated issues \$458,278,500, approvals accounting for 83.8 per cent of the amount submitted. By months, approvals in 1953 were lower in nearly every instance than in 1952, but the largest difference was for November. The November 1953 approval total amounted to \$929,130,000 compared with \$1,285,864,000 in November 1952. Approvals in the full year 1951 had been \$2,249,602,000 and in 1950, \$1,537,517,000.

A large number of governmental units at the state-local level do not require the approval of voters to issue bonds, or at least to issue bonds for particular purposes, so that voter approvals do not provide a complete guide to prospective state-local borrowing. As 1954 got under way, it appeared that this year's long-term financing would press closely on the 1953 record and might, especially if the federal government undertook to promote a state-local public works program to help take up the slack in unemployment, considerably exceed last year's high level.

As the year began, state-local borrowing costs were again at a level likely to attract public officials who keep an eye on the money market so as to bring their bonds to market at the most advantageous time. *The Daily Bond Buyer's* index of yield on twenty representative long-term bonds, after dipping to 2.38 per cent during the forepart of 1953, rose to a July peak of 3.09 per cent, a twenty-year high, and then moved irregularly downward to show a slow decline during the closing months of the year and end at 2.58 per cent the last week in December.

By early January 1954, the index stood at 2.54 per cent. To an issuer of \$1,000,000 of bonds maturing in annual installments in one to twenty years, the 1/2 of 1 per cent decline in interest cost from the 1953 peak represented an interest saving of about \$50,000, while to the issuer of the same amount due in one to twenty years on a level debt service arrangement the saving was more than \$60,000.

Arizona League Studies City-county Tax Relations

The Arizona Municipal League, at its fall meeting at Mesa in November, authorized a study of county taxation of property within municipalities, the proceeds from which are largely spent to provide services for outside areas. The league hopes the study will be helpful in obtaining a reduction in the amount of property taxes which counties can collect within cities. The league also endorsed bills to be introduced in the next regular session of the state legislature which would provide alternative annexation methods and permit formation of improvement districts in downtown areas, with power to acquire property and make improvements for off-street parking.

PAUL KELSO

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COUNTY AND TOWNSHIP

(Continued from page 92)

The New York Manual for clerks of boards of supervisors will include the following chapters:

Computation of equalization (with concrete examples), establishment of tax rates (with concrete examples), calendar for clerks of board plus check list, calendar for supervisors, uniform Rules of Procedure, taking accurate minutes without shorthand, indexing "Journal of Proceedings," caption writing for resolutions—working of resolutions—reference to proper section of law, what annual reports are mandated by law and what additional information is generally published, editing annual reports to retain essential features but reduce cost of printing, handling of insurance problems in general, calendar for assessors, and the mortgage tax.

More Powers for Counties Proposed in Saskatchewan

The Saskatchewan Association of Rural Municipalities has again proposed a plan for replacing the more local rural units by enlarging the scope and power of county governments. Speaking before the Royal Commission on Agricultural and Rural Life, a representative of the association said, "Area in itself is not a major factor in the efficient functioning of rural municipal units and no justification is seen for a general reorganization of boundaries."

The association's position is that the specific weakness in the municipal system is in the lack of equity in the present system of taxation based on land values. Proposed as an alternative to enlarging rural local government boundaries or placing in the county control of rural government were the suggestions to broaden the sources of income to rural-local units and to stabilize agricultural income. Perhaps this might be done in part through a system of equalizing grants.

Citizen Action Edited by Elsie S. Parker

Citizen Organization in Small Communities

Volunteer Groups Can Do Much Without Paid Staff

IT'S about time that counsel and guidance were given citizens in the hundreds of smaller communities who want to form a civic or municipal league but cannot afford a full-time secretary.¹

There are some 3,600 cities between 2,500 and 50,000 population whose organized citizens generally cannot afford to support such a full-time secretary. In many of these, civic leagues or government betterment associations have been formed, but scores have died after a few gallant gasps and resolutions.

The reason for their early demise is that they were all dressed up with an organization but knew no place to go. They were formed in the heat of some civic betterment campaign to chase out public scalawags, to put over a new city charter or some such stirring project. When this job was accomplished, the citizens' group had the best of intentions of continuing its endeavors, but didn't know how to go about it.

Every community has as much need for a citizens' group to watch and help its city officials as a motor car has for its warning horn. Such an association serves as a rallying place where citizens can

volunteer their talents for the betterment of their city and the protection of the advantages they already have.

A newly organized civic group is like a fine, coiled spring which needs only some useful mechanism to set it working. So, assuming we have a basic civic organization already formed, let us take off from there.

It is desirable to have a larger rather than a smaller board of trustees—say in the twenties. Better decisions on civic matters are likely to come from many good minds than from a few—provided members who vote on the minority end of a decision cheerfully bow to the majority. Presumably, there is a small executive committee with power to act rapidly between monthly board meetings.

There must be a secretary to act as the spark-plug of this organization. Assuming that a trained civic expert is beyond the organization's means, the secretary could be a young lawyer paid for a few hours time weekly, a full or part-time young woman who can nudge members to action and make them like it, a retired or semi-retired citizen with time on his hands and civic experience at his fingertips, or simply a man or woman citizen whose zeal for civic betterment outweighs his personal sacrifice of time and energy.

Committees are the motive-power of the organization. Members can have the most interesting civic adventures of their lives. They can consist of board and general members. These should be permitted to choose the group on which they wish to serve—with the assent of the president, who should be alert to weed out too many special pleaders on any committee. For a small organization, these groups can be: committee on city affairs, committee on school affairs, committee on county affairs.

¹See also *The Citizen Association—How to Organize and Run It* and *The Citizen Association—How to Win Civic Campaigns*. (National Municipal League, 1953, 75 cents each, both for \$1.20.) These pamphlets have been prepared to meet the needs of citizen organizations in cities of all sizes. While they contain material on staff and financing applicable to groups in large cities, most of their suggestions are equally applicable to citizen organizations in small communities.

If the committee has enough members for more committees, these groups could be constituted by broad functions such as: city budget and finance committee, county budget and finance committee, city and county planning committee, public safety committee, public health and welfare committee, public works committee, public schools committee.

Each committee should number not less than half a dozen and preferably fifteen or twenty. About half can be depended upon for faithful attendance after the league gains momentum and public respect.

Noon luncheon meetings will probably bring out the largest attendance—folks have to eat somewhere. Adjournment should not be later than 1:30 P.M. even if a shotgun is necessary to disperse them. Otherwise members won't come back. If a matter of major importance requires lengthy discussion, occasional night meetings will be productive but will not be appreciated by families of members.

Each committee should have a chairman, vice chairman and secretary, who are appointed by the president and confirmed by the board. Committee secretaries should be expected to keep minutes of their meetings which they will send to the league secretary to be included in the files of the organization. It is important to preserve comprehensive minutes for future reference.

Checking the Budgets

Next to voting for officials, the most important yearly public transactions of a community are adoption of the annual city, county and school budgets. This operation brings to public attention these paramount matters—the level of property taxes for the coming year, the degree of solvency or insolvency of the public body, and the only real discussion in the year relating to the performance or services rendered by public bodies.

Provisions of budget laws in most states are miles ahead of the interest of

citizens. In most states, such laws provide: (1) that cities, counties and school districts must make available to citizens by publication in a newspaper or in printed or mimeographed form, copies of a proposed or preliminary budget for the coming year and (2) that, on a certain day at a certain time, there must be a public hearing on the budget. So, the welcome mat is legally out for any citizens who really want to study and discuss their local budgets.

Here are several time-dishonored budget traps and tricks for the layman scrutinizer to watch out for.

Most common one is to inflate next year's revenue estimates far above any possibility of collection in order that they may equal—on paper—the planned expenditures, so that the city fathers can piously announce, "Our budget is balanced."

This trick can be detected by comparing every individual estimate of income—parking meter fees, building permits, licenses, occupational tax and the city's score of other revenues—with the actual collections during a recent twelve-month period. If the "guesstimates" for the coming year are not too much larger than the recent actual collections—after allowing for normal gains—the former may be approved as a reasonable revenue estimate for next year's budget.

Next, subtract the proposed total estimates of expenditures for next year from the total revenue estimate, and note the all-important resulting figure. If it is minus, showing excess expenditures over income, the investigating committee should start sending up distress rockets of public protest about an "unbalanced budget with a probable deficit."

Next, ascertain the number of additional employees asked for in next year's budget. If one or two new building inspectors are proposed, though the trend of building construction is downward, such additional help can be challenged.

Similarly, any increases in employees should be compared with current trends and requirements of city services, to meet the test of their necessity.

Many other checks and explorations of city budget items will occur to good businessmen on the investigating committee. Keep pelting city officials with questions. The good ones love to answer them to show citizens how much they know about their duties.

The *Municipal Year Book*, published annually by the International City Managers' Association, is a gold mine of statistical information by which your city's operations can be compared with others. If your public library doesn't have it, this volume should be purchased by your civic organization. It presents statistics for most cities on salaries of major groups of city officials and employees, number of employees and their working conditions, basic financial statistics, planning statistics, fire-fighting facilities and losses, police facilities and many others. These are invaluable for budget-checking, but should be used with care, only after reading the introductory chapter on "How to Use the *Year Book*."

As a word of caution, watch out for the committee member who, at the outset, announces with flat finality, "We all know that our city budget is full of waste, duplication and probably graft. There's no reason why we can't cut 25 per cent from it and not hurt city services a bit." He can do the investigating committee a great disservice and hinder its progress. If his views reach city hall, the lay group will not find it easy to extract enlightening information from city officials who won't feel disposed to discuss matters with a gentleman who is out to cut their throats. Furthermore, the average American city is not so filled with waste that any 25 per cent can be cut from its budget without seriously impairing present services.

But, if this committee approaches city, county and school officials at budget time

in a spirit of cooperation and helpfulness, the chances are that it can finish its project with contributions to the budget-framing which will more than justify the time its members donated and make them glow with satisfaction at a job well done.

The other big periodical job which calls for doing by the civic league is the pre-election appraisal of candidates. To some members, this may seem like a hot poker. "We mustn't get tarred with politics," they protest.

But, in most communities, citizens might as well vote for ghosts as for the numerous candidates about whom they know nothing. Numerous slates of recommended candidates fill the press—those of Pro-America, the A. F. of L., the C. I. O. and so on. How much more helpful to the ordinary voter would be the appraisal of candidates by a respected group of his fellow-citizens whose viewpoint is generally agreed to be reasonably objective?

Supporting Candidates

From another standpoint, what sense does it make for the league to condemn the mayor sharply for the illegal purchase of a piece of equipment and yet stand dumbly by when he seeks reelection?

A number of civic leagues do this job with success and public appreciation, including the Seattle Municipal League, Cleveland Citizens League, Detroit Citizens League, New York Citizens Union, East Detroit Civic League, Sioux City Good Citizens League, Council-manager Association of Iowa City, and others. More than half the 5,000 members of the Seattle Municipal League joined out of appreciation of the reports on candidates for local and legislative offices which it furnishes them.²

²See "They Don't Vote for Ghosts," by C. A. Crosser, the REVIEW, June 1951, page 294; "How One Group Selects Candidates," the REVIEW, October 1952, page 471; *The Citizen Association—How to Organize and Run It*, pages 38-40.

If these two jobs don't keep the civic league busy, there are plenty of others calling for attention.

The civic league should keep itself alerted during the session of the state legislature. The officials of its city may be seeking passage of a bill to benefit the community—or the opposite. Both sides of the proposal should be studied by the appropriate committee of the league which, after coming to a decision, should throw its weight to help or hinder its passage. Maybe it can concoct and push a measure of its own in the interests of economy and efficiency.

A new zoning ordinance is under consideration by the city council. It should be studied by the appropriate committee, which could make helpful suggestions. In fact, in the average city there are one or more public transactions afoot at all times which need citizens' attention.

In searching for items of economy and efficiency for the civic agency to work on, here are a few civic "medicines" which are as sure-cure as penicillin. They have been tested in actual practice in many cities and counties.

We by-pass the means by which these projects can be accomplished because of different procedures in different states. Some will require changes in the state constitution, state statutes, city charter, city ordinances or a county resolution or by-law.

Here are a few—by no means all of them.

If registration of voters is required before each election, a more economical permanent registration system can be substituted under which a voter registers only once provided he votes regularly. Also, voting by machine can be cheaper and more foolproof than by paper ballot.

Fees to the sheriff for feeding jail prisoners, to county attorneys for certain kinds of cases, to assessors for listing dogs and in fact perquisites of all kinds

should be abolished and adequate salaries granted.

City or county purchasing now performed by many department heads could be combined under a single purchasing agent or some existing official. Big items like election ballots and tax bills can be bought more economically on competitive bid.

Labor-saving business machines and similar devices can be installed to eliminate long-hand record-keeping and will save substantial sums. Recording of mortgages, deeds and other legal documents could be done quickly by photostat instead of by laborious typing. The annual listing of taxpayers and their properties on the tax roll, the calculation of the taxes they owe and the preparation of annual tax statements, could be combined in one operation by machine at big savings. Installation of one or more of these economies would add laurels to the league's crown and attract members.

Long-term Goal

Besides its immediate objective to patch and mend the imperfect fabric of local government, the league should have a "cause"—some grand goal which will arouse the ardor of members and bind them together in the fellowship of an inspiring common aim. This could be a new city or county charter or some form of consolidation of the county and city governments. Most of these major projects would require tedious preliminary steps such as a state constitutional amendment, a state enabling statute or the election of a charter-drafting commission which might take years.

Time passes rapidly, however, and with a few daily nudges given to the main project, along with the other day-to-day missions, its consummation before long will become a gratifying reality.

A civic agency, no matter how small, should issue some kind of regular bulletin. For many members who do not

serve on committees, this would be their only contact with the central office outside of the yearly dun for dues. This bulletin should describe the activities of the board and committees and interpret important current public transactions in a confidential vein which gives the member the feeling he is being let in behind the scenes at city hall. Also, this newsletter should give the member a feeling that he is getting something for his membership dues.⁸

The question as to the amount of annual membership dues is one to be decided by each agency. Generally speaking, dues can be of two kinds—a regular membership for a modest fee of a few dollars a year, and subscriptions or contributions of larger amounts by individuals and business concerns.⁴

Lastly, what should the members and the community expect from this civic agency? It will behave much like a human being because it is the sum of the temperament and talent of many human beings. It can fade like a finished candle or it can become firmly established as a fixed and respected institution in the community. It can turn in prodigies of civic accomplishments. It should finish each year with half a dozen completed. Its very existence will have a salutary effect on the scamps in public office and reinforce the good motives and aspirations of conscientious officials.

This civic agency can have an impact on its community far greater than its physical numbers and resources if its efforts and strategy are well planned and directed. Above all, officers and members should remember that sometimes civic reforms move only with the speed of a glacier but their progress is just

as inevitable if supporters stick to them with patience and perseverance.

C. A. CROSSER

Executive Secretary

Municipal League of Seattle
and King County

Manager Plan Discussed

The Woodbury County Taxpayers Conference, meeting in Sioux City, heard William B. Avery, city manager of Manhattan, Kansas, explain the council-manager plan and the qualifications needed to make a good city manager.

The pros and cons of the council-manager plan were discussed at a luncheon meeting of the League of Women Voters of Marysville, California. The league prepared and circulated a petition to place the question of adoption of the plan on the city ballot.

The manager plan was chosen by the Taunton (Massachusetts) League of Women Voters as the subject for discussion at three unit meetings held during November.

The North Plainfield (New Jersey) Adult Education School and the Citizens' Committee for the Charter Commission held a series of three "Cracker Barrel Town Meetings" at which various forms of local government, including the manager plan, were discussed.

Constitution Workshops

During the month of December the League of Women Voters of Connecticut held four workshops to discuss possible changes in the Connecticut constitution through the calling of a constitutional convention. The first dealt with these subjects: What is a state constitution?, historical background of Connecticut's constitution, why a convention?, goals of a convention. The second was concerned with the legislature—representation, length of sessions, pay of legislators and dual office-holding. The third discussed

⁸See also "Don't Mislaid Your Best Tool—Publicity," by C. A. Crosser, the REVIEW, July 1953, page 359.

⁴See *The Citizen Association—How to Organize and Run It*, pages 50-60.

direct citizen control—home rule, primaries, methods of amendment and constitutional review, the initiative, referendum and recall. The last dealt with the executive branch and the courts.

Citizenship in the Schools

The Municipal League of Seattle and King County, Washington, has completed an appraisal of the training for citizenship undertaken in Seattle public schools. Titled *The Making of a Seattle Citizen* (nine pages mimeographed), the study represents the work of one of the league's committees, which has been looking into the situation for the past five years. Committee members have read textbooks used in civics courses and visited classes in both elementary and high schools. The report finds that citizenship training in Seattle schools is much better than it was a generation ago but recommends additional instruction in local government. A supplement of six pages makes short reports on citizenship training in other city school systems.

'City Council — In Three Acts'

"Among its many activities, it appears the Citizens Union puts on a good show, 'The City Council,'" says the union's bulletin *Across from City Hall*. At least that is the impression one gets from a booklet, *How to Make a Little Go a Long Way*, which describes free and inexpensive entertainment in the world's largest city. Here is what it says:

"NEW YORK CITY COUNCIL MEETINGS: City Hall, Chambers Street near Broadway. The public is welcome to attend meetings of New York's own legislative group, the city council. As newspaper accounts have indicated in the past, sessions can be quite interesting, sometimes stormy. Meetings are held in City Hall, usually on Tuesday afternoon, around 2 P.M. Telephone

the Citizens Union, at BA 7-0342, to make certain of time and date."

City Projects

Nine "projects for a progressive city" are listed by the Citizens League of Kansas City, Missouri, in its *Kansas City Citizen*. The list includes completion of trafficways, modernization of street lighting, erection of a railroad station, re-assessment of all property, annexation of certain areas and increased pay to police and fire department personnel, with both departments removed from politics. "Where there is no vision, the people perish," quotes the bulletin.

Library Educates Voters

In anticipation of the November elections, the public library in Haverhill, Massachusetts, where the question of retaining the council-manager plan was on the ballot, assembled pertinent material as background reading. Publications of the National Municipal League and the local branch of the League of Women Voters, as well as government textbooks and the laws setting up the two plans of government being debated, were available to the public.

Rendering an Accounting

The Municipal League of Seattle and King County, Washington, has published an *Inventory of Municipal League Accomplishments from 1945-53 and Basic Services Rendered*, for distribution to its chairmen of committees and subcommittees. A second memorandum, *What Makes the League Tick*, lists committees, subcommittees and their missions.

Home Rule for the Capital

The Washington Home Rule Committee, an affiliate of the Central Suffrage Conference, and its *Home Rule News* are working actively to secure "restoration of the maximum possible local self-government for local Washington, D. C."

State, Local Studies of Federal Aid Needed

Handbook Provides Guide for Local Study Groups

IMPORTANT national decisions regarding federal aid may soon be made. Public understanding of the issues involved is vital. There is particular need for local participation in presenting the facts on which the national decisions will be made, local consideration of the effects of possible changes and local planning for action needed." In these words the American Parents Committee of Washington, D. C., in its newly published *Handbook on Federal Grants-in-Aid* (216 pages, \$1.50), emphasizes the need for citizen awareness of the basic pattern of federal assistance to the states and localities.

The Commission on Intergovernmental Relations is to give federal aid programs the closest scrutiny to determine whether or not such aid is justified in its present form, whether some programs should be extended, altered or reduced, or whether the states and localities should be given greater financial responsibilities. No matter what recommendations are forthcoming from the commission many significant policy determinations will be made shortly on problems of federal aid.

This means that people in the states and localities will be studying the specific implications of federal aid upon their governmental programs. The findings of such studies may well influence any change which may be made in federal aid policy. *The Handbook on Federal Grants-in-Aid* is "designed to be of assistance in the making of such community studies of health, education, social welfare and other services which are aided by federal grants-in-aid."

Twenty-eight federal grant-in-aid programs are described under the following headings: services, general appropriations, state and local contributions and administration. Tabulations showing the amount of the grants to each state for the fiscal years 1953 and 1954 are included. For each state the agencies administering the federally aided programs are listed with complete addresses. This will encourage local groups to contact the appropriate state departments.

A word of warning seems appropriate, however. As valuable as local research will be, it would be unfortunate for citizens interested in particular functional programs in particular localities to pursue their interest with no reference to broad questions of public finance and governmental structure.

What is really needed in each state is a comprehensive review of the fiscal structure of the state and its localities similar to that which is being made of the government of the state of New York by the Temporary Commission on Fiscal Affairs. Research of this order and breadth is required if adequate facts are to be made available in the consideration of a realignment of federal, state and local responsibilities.

Another useful statewide summary is *Federal Grant-in-Aid Programs in Kansas* (45 pages), published in November 1953 by the Kansas State Chamber of Commerce (Topeka). Again it must be remembered that federal aid policy ultimately must be considered in relation to the whole range of fiscal problems at all levels of government. Individual state and local studies of aid programs will provide but fragments of the data vitally needed as the questions of intergovernmental fiscal relations are considered.

WILLIAM N. CASSELLA, JR.

Public Administration Case Program Extended

The Carnegie Corporation has approved a grant of \$75,000 to the Inter-university Case Program for the three-year period ending March 1957. The Inter-university Case Program, a collaborative venture carried on by 45 colleges and universities, has stimulated the development and use of case studies in policy formation and public administration. To date the program has published 42 case studies. Twenty-six of these appeared in a casebook, *Public Administration and Policy Development*, edited by Harold Stein. The projected program includes a substantial number of cases in state and local government.

New GRA Office

The secretariat of the Governmental Research Association has been moved to the Institute of Public Administration, 684 Park Avenue, New York 21. Miss Elsie V. Haas has been appointed GRA secretary.

Bureau Notes

The Citizens Research Council of Michigan has announced the opening of a permanent office in Lansing. Tilden B. Mason and Eldon W. Sneeringer of the council's staff will be located at the office in the state capital. This branch office will enhance the effectiveness of the council among jurisdictions outside the Detroit area.

To meet the needs of expanded membership and program, the Citizens Research Institute of Canada and the Toronto Bureau of Municipal Research have appointed George M. Hougham as assistant director of their joint staff.

Research Pamphlets and Articles

Child Welfare

A GUIDE TO IOWA LAWS CONCERNING CHILDREN AND YOUTH. Iowa City, State

University of Iowa, Institute of Public Affairs and College of Law, in cooperation with the Iowa Commission on Children and Youth, 1954. 55 pp.

Debt

DEBT PROBLEMS OF FLORIDA MUNICIPALITIES. By Wylie Kilpatrick. Gainesville, University of Florida, Public Administration Clearing Service, 1953. 20 pp.

REFUNDING BONDS. Baton Rouge, Louisiana Legislative Council, October 14, 1952. 7 pp.

Education

FIVE YEARS OF THE MINIMUM FOUNDATION PROGRAM. Tallahassee, Florida Legislative Council, 1953. 59 pp.

LOUISIANA TEACHER RETIREMENT SYSTEM. Baton Rouge, Public Affairs Research Council, *PAR Research Brief*, December 17, 1953. 10 pp.

STATE UNIVERSITY GOVERNING BOARDS. Baton Rouge, Louisiana Legislative Council, June 19, 1953. 15 pp.

UNIVERSITY EXTENSION IN THE UNITED STATES. A Study by the National University Extension Association, Made With the Assistance of a Grant from the Fund for Adult Education. By John R. Morton. Birmingham, University of Alabama Press, 1953. xiii, 144 pp. Cloth bound: \$2.25, Paper bound: \$1.00.

Elections and Voting

QUALIFICATIONS TO VOTE: LOUISIANA AND OTHER STATES. Baton Rouge, Louisiana Legislative Council, December 14, 1953. 6 pp.

Fire

REPORT ON THE FIRE DEPARTMENT. By Griffenhagen & Associates. Chicago, The Committee on City Expenditures, September 1953. Variousely pagged.

Home Rule

THEY'RE POSSIBLE NOW: LOCAL CONTROL, HOME RULE, CONSOLIDATION. Nashville, Tennessee Municipal League, *Tennessee Town & City*, December 1953. 2 pp.

Incentives to Industry

MANUFACTURERS' TAX EXEMPTIONS IN MARYLAND. Baltimore 2, Maryland State Planning Commission, October 1953. 27 pp. 25 cents.

Judiciary

SEPARATE CRIMINAL COURTS. Baton Rouge, Louisiana Legislative Council, December 7, 1953. 9 pp.

WHO PICKS OUR JUDGES? New York 38, Citizens Union of the City of New York, *The Searchlight*, December 1953. 7 pp.

Legislative Bodies

THE LEGISLATIVE PROCESS IN LOUISIANA. Baton Rouge, Louisiana Legislative Council, February 1953. vi, 98 pp.

LEGISLATIVE REORGANIZATION IN MINNESOTA. Minneapolis 3, League of Women voters of Minnesota, November 1953. 20 pp. 20 cents.

Legislative Councils

PROGRESS REPORT. Topeka, Kansas Legislative Council, November 1953. 10 pp.

Medical Education

MEDICAL EDUCATION. Does Kentucky Need a State-supported Medical School? Frankfort, Kentucky Legislative Research Commission, 1953. 98 pp.

Metropolitan Areas

GUIDE BOOK 1954—METROPOLITAN ST. LOUIS AREA DEVELOPMENT. St. Louis, Metropolitan Plan Association, 1953. 43 pp.

MUNICIPAL FRINGE AREA PROBLEM IN ALABAMA. By Robert T. Daland. University, University of Alabama, Bureau of Public Administration, and the Alabama League of Municipalities, 1953. 72 pp.

Personnel

THE ADMINISTRATIVE STRUCTURE OF THE CENTRAL OFFICE OF THE DIVISION OF EMPLOYMENT SECURITY. Baton Rouge, Louisiana Legislative Council, September 1953. 48 pp.

WAGE AND SALARY SURVEY. Chicago 3, Citizens' Civil Service Association of Illinois, October 1953. 31 pp.

Police

REPORT ON THE DEPARTMENT OF POLICE. By Griffenhagen & Associates. Chicago, Committee on City Expenditures, September 30, 1953. Variously pagged.

Primaries

NONPARTISAN PRIMARIES. Baton Rouge, Louisiana Legislative Council, June 30, 1953. 8 pp.

Public Welfare

REVIEW OF PUBLIC ASSISTANCE IN LARAMIE COUNTY. Cheyenne, Wyoming Taxpayers Association, December 1953. 58 pp.

Reapportionment

REAPPORTIONMENT OF SEATS IN THE HOUSE OF REPRESENTATIVES. Baton Rouge, Louisiana Legislative Council, September 11, 1953. 5 pp.

Records

MICROFILMING PUBLIC RECORDS. State Microfilm Service Available to Municipalities at Cost. By Paul Weiss. Madison 3, League of Wisconsin Municipalities, *The Municipality*, December 1953. 1 p.

Retirement Systems

A COMPREHENSIVE RETIREMENT PROGRAM FOR THE EMPLOYEES OF THE CITY OF PHILADELPHIA. Philadelphia 7, Bureau of Municipal Research, October 1953. 72 pp.

REPORT ON THE PHILADELPHIA FIREMEN'S PENSION FUND. Philadelphia 7, Bureau of Municipal Research, August 1953. 51 pp.

Sanitary Districts

CHICAGO SANITARY DISTRICT. Springfield, Illinois Legislative Council, 1953. 34 pp.

Streets and Highways

SOME PROBLEMS OF HIGHWAY COST ASSIGNMENT with Special Reference to the Trucker's Share. By Richard M. Zettel. Minneapolis 14, League of Minnesota Municipalities, *Minnesota Municipalities*, November 1953. 8 pp.

A SURVEY OF MINNESOTA HIGHWAYS.

A Report to the Minnesota Highway Study Commission. By M. J. Hoffman. Minneapolis 14, League of Minnesota Municipalities, *Minnesota Municipalities*, November 1953. 3 pp.

Taxation and Finance

FINANCIAL STATISTICS OF NEW JERSEY MUNICIPALITIES AND SCHOOLS. Trenton 8, New Jersey Taxpayers Association, September 1953. 43 pp.

HOW HIGH WILL YOUR CITY TAXES BE IN 1954? Woonsocket (Rhode Island), Taxpayers Association, *Your Business*, December 1953. 4 pp.

NEW TAX LAWS OF PENNSYLVANIA—1953. Harrisburg, Pennsylvania State Chamber of Commerce, *State Affairs Bulletin*, December 1953. 8 pp.

1953 WISCONSIN TAXES. State and Local Taxes Exceed 530 Million Dollars; Seven Dollars More Per Person Than Last Year. Madison 3, Wisconsin Taxpayers Alliance, *The Wisconsin Taxpayer*, December 1953. 6 pp.

OPERATION FINANCE. HOW THE CITY SPENDS ITS MONEY. Hartford, Governmental Research Institute, *Budget Alert*, December 1953. 3 pp.

PITTSBURGH MAKES THE BIG SWITCH. The Earned Income Tax and Future City Finance. Pittsburgh 19, Pennsylvania Economy League, Western Division, 1953. 11 pp.

SALES TAXES AND THEIR APPLICATION TO FARMERS. By W. P. Walker and F. E. Hulse. College Park, University of Maryland, Agricultural Experiment Station, *Bulletin*, June 1953. 36 pp.

THE STATE GENERAL PROPERTY TAX. Baton Rouge, Louisiana Legislative Council, December 1, 1953. 14 pp.

TRIPLING OF TAXES SINCE 1946 FOR MILWAUKEE'S SIX PUBLIC RETIREMENT

SYSTEMS INDICATES NEED FOR CURRENT CITY STUDY AS TO INTEGRATION WITH SOCIAL SECURITY. Milwaukee 2, Citizens' Governmental Research Bureau, Inc., *Bulletin*, December 18, 1953. 5 pp.

Traffic

ADMINISTRATIVE STUDY OF THE BUREAU OF TRAFFIC ENGINEERING OF THE CITY OF SPRINGFIELD, MASSACHUSETTS. Springfield, Future Springfield, Inc., 1953. 12 pp.

OUR FUTURE FREEWAYS. LET'S PLAN COUNTY ROADS. Houston 2, Tax Research Association of Houston and Harris County, Inc., *TRA Journal*, August 1953. 3 and 4 pp. respectively.

Training for Public Service

SEVENTH ANNUAL PEACE OFFICERS TRAINING SCHOOL. A Report. Lawrence, University of Kansas, Governmental Research Center, 1953. 99 pp.

SEVENTH SHORT COURSE FOR ASSESSING OFFICERS. Ann Arbor, University of Michigan, Institute of Public Administration, Bureau of Government, 1953. 52 pp.

TRAINING FOR BETTER PUBLIC SERVICE. An Outline of the Tokyo Metropolitan In-service Training Institute. Tokyo (Japan), Council on Liaison with Foreign Cities, *Tokyo Municipal News*, November 1953. 2 pp.

Water Pollution

THE CHALLENGE OF WATER POLLUTION. By Mark D. Hollis. Charleston, West Virginia League of Municipalities, *West Virginia Municipality*, July-August-September 1953. 2 pp. 25 cents.

POLLUTION ABATEMENT IN VIRGINIA—Past, Present and Future. By Ross H. Walker. Richmond 19, *Virginia Municipal Review*, September 1953. 3 pp. 25 cents.

Books in Review

COUNCIL-MANAGER GOVERNMENT IN IOWA. By Clayton L. Ringgenberg. Iowa City, State University of Iowa, Institute of Public Affairs, in cooperation with the League of Iowa Municipalities, 1953. 96 pp. \$1.00.

THE COUNCIL-MANAGER PLAN IN FLORIDA: THEORY AND PRACTICE. By William F. Larsen. Gainesville, University of Florida, Public Administration Clearing Service, 1953. 15 pp.

The first of these publications is a comprehensive recital of information about every council-manager municipal government in Iowa, including some discussion of the achievements claimed under the plan by local councils and managers. It constitutes a complete report to date for the benefit of any other Iowa city where the manager plan is contemplated.

The second is a pocket-size review of the council-manager plan in 57 cities in Florida, including a sketch of the council-manager movement throughout the country and a candid description of how Florida cities have functioned under the plan. It constitutes an adequate introduction to the whole subject, connecting the literature of the National Municipal League with the local scene.

These pamphlets are the latest of a growing series of such state pamphlets of great usefulness in the promotion and correct understanding of the council-manager plan. Previous ones include studies of manager communities in Maine, Pennsylvania, South Dakota, Utah, New Hampshire and Illinois.

R. S. C.

NIMLO MUNICIPAL LAW REVIEW (successor to MUNICIPALITIES AND THE LAW IN ACTION). A Record of Municipal Legal Experience in 1952. Edited by Charles S. Rhyne and Brice W. Rhyne. Washington 6, D. C., National Institute

of Municipal Law Officers, 1953. 462 pp. \$10.

A change in title and a broadening of scope characterize this sixteenth annual Proceedings of the Annual Conference of the National Institute of Municipal Law Officers. Familiar to those concerned with municipal affairs as *Municipalities and the Law in Action* the 1953 edition is entitled *NIMLO Municipal Law Review*. Included for the first time are specialized papers submitted to the association on matters of interest to municipal attorneys in addition to those delivered at the NIMLO conference.

Forty-seven provocative articles and committee reports are represented. They cover such a wide range of subjects as intergovernmental relations, civil defense, public utilities, water fluoridation, parking and mass transportation, civil liberties, ordinance codification, public records, municipal bonds, revenues and expenditures, torts and contracts, and zoning. Adding to the usefulness of the volume is a comprehensive index.

JOHN P. KEITH

THE RAT RACE. By Edward Rager. New York, Vantage Press, Inc., 1952. 288 pp. \$3.50.

The author, an attorney in New York and at one time recording secretary of the National Republican Club and a member of the New York City Council, has written a novel, which obviously reflects his own experience and dealing in disguise with important public characters, with the freedom which a novelist can enjoy. He makes a dismal picture of New York politics and politicians on both sides, unredeemed by any cases of men of good character except the hero, which one suspects is the author himself. People who know part of the picture and suspect more will find here confirma-

tion of their darkest fears if they share the cynicism of the author.

R. S. C.

Additional Books and Pamphlets

(See also *Researcher's Digest* and other departments)

Constitutions

AMERICAN CONSTITUTIONAL CUSTOM: A FORGOTTEN FACTOR IN THE FOUNDING. By Burleigh Cushing Rodick. New York City, Philosophical Library, 1953. xx, 244 pp. \$4.75.

Disaster Preparedness

DISASTER PLAN AND WARNING PROCEDURE FOR CITY OF MANHATTAN. Manhattan, Kansas, Office of City Manager, 1953. 7 pp.

Education

SALARY SCHEDULES OF PUBLIC SCHOOL TEACHERS IN MASSACHUSETTS as of September 1953. Boston 8, Massachusetts Teachers Association, 1953. 16 pp.

Employee Suggestions

EMPLOYEE SUGGESTION SYSTEMS. By Robert Batson. Chicago 37, Civil Service Assembly of the United States and Canada, 1953. 7 pp. \$2.00.

Federal-state-local Relations

ARE THE STATES YIELDING TOO MUCH POWER TO THE FEDERAL GOVERNMENT? Broadcast of December 15, 1953. Moderator: James F. Murray, Jr.; Speakers: Charles B. Brownson and Richard Bolling. New York City, Town Hall, Town Meeting of the Air, 1953. 15 pp. 25 cents.

HIGHWAY CONSTRUCTION—FEDERAL-STATE RELATIONS. Washington 6, D. C., Chamber of Commerce of the United States, Construction and Civic Development Department, 1953. 11 pp. 10 cents; discounts on quantity orders.

INTERGOVERNMENTAL COOPERATION IN HIGHWAY AFFAIRS. A Recommended Action Program for Effective Relation-

ships. Washington, D. C., Highway Research Board, 1953. 7 pp. 30 cents.

Inflation

INFLATION. What inflation has done to the purchasing power of the dollar and what you can do about it. New York City, Columbia University, Graduate School of Education, The American Assembly, 1952. 23 pp.

Initiative and Referendum

NEBRASKA AS A PIONEER IN THE INITIATIVE AND REFERENDUM. By Adam C. Breckenridge. Lincoln, *Nebraska History*, September 1953. 9 pp.

Juvenile Delinquency

YOUTHFUL OFFENDERS COURT AND COMMUNITY—Their Reciprocal Needs. Report of the Chief Justice. New York City, Court of Special Sessions, 1953. 27 pp.

Legislative Committees

CHRONOLOGICAL LIST OF CALIFORNIA LEGISLATIVE INTERIM COMMITTEES AND THEIR REPORTS—1937-1953. Sacramento, Legislative Auditor, 1953. 88 pp.

Mediation

A GUIDE TO STATE MEDIATION LAWS AND AGENCIES. Washington, D. C., United States Department of Labor, Bureau of Labor Standards, 1953. 57 pp.

Municipal Government

BUSINESS ACTION FOR BETTER CITIES. A Complete Report on the Businessmen's Conference on Urban Problems, Portland, Oregon, June 23 and 24, 1952. Washington 6, D. C., Chamber of Commerce of the United States, 1953. 185 pp. \$1.00; discounts on quantity orders.

Personnel

A SUPERVISORY GUIDE FOR THE PREVENTION AND HANDLING OF THE PROBLEMS OF EMPLOYEES. By Arthur O. Englund. New London, Connecticut, National Foremen's Institute, 1953. 23 pp.

Public Works

PUBLIC WORKS ADMINISTRATION. Papers Presented at the 1953 Institute for Public Works Officials. Madison 3,

League of Wisconsin Municipalities, 1953. 29 pp. \$1.00.

Shopping Centers

ESTIMATING PRODUCTIVITY FOR PLANNED REGIONAL SHOPPING CENTERS. By James W. Rouse. Washington 6, D. C., Urban Land Institute, *Urban Land*, November 1953. 4 pp.

Snow Removal

SNOW REMOVAL MANUAL. New York City, Department of Sanitation, Bureau of Street Cleaning and Waste Collection, 1952. 79 pp.

Streets and Highways

MUD AND MUDDLE OR MOBILITY. A Presentation at the National Project Adequate Roads (PAR) Conference. Washington, D. C., June 15, 1953. 32 pp.

Toll Roads

INDIANA TOLL ROADS. By Albert J. Wedeking. (Address before the Municipal Forum of New York.) New York, the Forum, 1953. (Apply the Forum, The Bank of Wall Street, 48 Wall Street, New York 5.)

Traffic

MODEL TRAFFIC ORDINANCE. By Department of Commerce, Bureau of Public Roads. Washington 25, D. C., United States Government Printing Office, 1953. 41 pp. 20 cents.

Traffic Safety

THE COST OF TRAFFIC CONGESTION AND TRAFFIC ACCIDENTS IN THE CITY OF NEW YORK. New York 38, Citizens Traffic Safety Board, Inc., 1953. 20 pp.

OPERATION SAFETY. Program Kit on Traffic Safety Promotion. Theme for March 1954: MOTOR MANNERS. Chicago 11, National Safety Council, 1954. Various pages.

STATE TRAFFIC SAFETY. Its Organization, Administration and Programming. By Maxwell Halsey. Saugatuck, Connecticut, Eno Foundation for Highway Traffic Control, 1953. xi, 280 pp.

WHAT CHIEF STATE SCHOOL OFFICERS SAY ABOUT HIGH SCHOOL DRIVER EDUCATION. Washington 6, D. C., American Automobile Association, 1953. 24 pp.

Trailers

RECOMMENDED STANDARDS FOR TRAILER COURTS. By Housing and Home Finance Agency, Division of Housing Research. Washington 25, D. C., Superintendent of Documents, U. S. Government Printing Office, 1952. 24 pp. 15 cents.

STATE AND MUNICIPAL REGULATION OF AUTOMOBILE HOUSE TRAILERS, TRAILER CAMPS AND MOTELS IN MINNESOTA. Minneapolis 14, Information Service of Municipal Reference Bureau and League of Minnesota Municipalities, 1953. 9 pp.

ALL-AMERICA CITIES

(Continued from page 80)

burgh Regional Planning Association, the Pennsylvania Economy League, Inc., and the Health and Welfare Federation. In 1949 the early stages of these efforts placed Pittsburgh on the All-America team.

Rome, New York —

For a long campaign led by civic groups and the press to effect charter amendments which would allow the council-manager form of government to operate in Rome (1951 election) and to launch the new plan with solid citizen support and a suitable council elected in 1953.

Toledo, Ohio —

A program of action sponsored by the Toledo Municipal League and allied groups to develop and finance, without federal aid, construction of a self-supporting Class 5 municipal airport, expected to be in operation this year. Toledo won All-America City honors in 1950.

Lazarus Named to League Staff

Andrew J. Lazarus, for the past three years an assistant information officer with the United States Information Service in Helsinki, Finland, has joined the staff of the National Municipal League as information associate.



Andrew J. Lazarus

From 1946 to 1948 Mr. Lazarus served as a university and foreign correspondent for the New York *Herald Tribune* in New York and Scandinavia. He has also worked as a reporter on two other newspapers and as research assistant in election campaigns.

He holds a B.A. degree from Columbia College and an M.A. from the English Department of Columbia University. Prior to his two-year tour of duty in Finland he worked in Washington, D.C. He is a veteran of World War II, with three years' service in the southwest Pacific.

League Staffer Speaks in New Jersey

John Keith, League senior associate, recently talked before two Bergen County, New Jersey, civic groups—the Glen Rock Civic Association and Independents for Good Government. Before both groups Keith advocated a county manager appointed by the county governing body.

He argued against the proliferated, multi-layer government of Bergen County, which comprises an area two-thirds the size of New York City and has 70 separate municipalities averaging three

and one-third square miles in area with about 7,500 inhabitants each. The duplication of police work and other governmental activities, he said, is wasteful and inefficient. He added that Bergen County was one place that city-county consolidation was badly needed.

If the first two steps were to be taken, Keith said that Bergen County would then have to strive for constitutional or legislatively imposed home rule so as to have the necessary powers to carry out its functions.

Dodds Heads Hoover Task Force

Dr. Harold W. Dodds, president of Princeton University and former League secretary and president, has been named head of a ten-member task force to study problems of federal service for the Commission on Organization of the Executive Branch of the Government. Among many aspects of the federal personnel picture, the task force will review Civil Service Commission programs and practices.

Commission Chairman Herbert Hoover described Dr. Dodds, who is a life member of the League's Council, as a man who brings to his new job "a wealth of experience in personnel, political science and related fields."

The new Hoover commission was established by President Eisenhower several months ago to study and recommend means of making the executive branch more modern and efficient.

Dr. Dodds was editor of the NATIONAL MUNICIPAL REVIEW from 1920 to 1933 and served as the League's president from 1934 to 1937. He was secretary from 1920 to 1928.

League Dines Visiting Authorities

A dinner session of the League's "continuing seminar on government" was held from 5:30 to 8:00 P.M. on January 8 at Columbia University, in connection with the university's first Bi-Centennial Conference, "The Metropolis in Modern Life." The seminar devoted itself primarily to the League's proposed program in metropolitan area problems. Attention was also given to the developing state government project.

Attending the seminar were: William Anderson, professor of political science, University of Minnesota; Ernest A. Englebert, professor of political science, University of California, Los Angeles; Martin L. Faust, professor of political science, University of Missouri; Victor Jones, professor of government, Wesleyan University; John M. Kernochan, associate professor of law and secretary of the Metropolis in Modern Life Conference, Columbia University; Charles M. Kneier, professor of political science, University of Illinois; Albert Lepawsky, professor of political science, University of California; Allen Manvel, chief, Governments Division, Bureau of the Census; Hugh R. Pomeroy, director, Westchester County (New York) Department of Planning; Edward W. Weidner, director, Governmental Research Bureau, Michigan State College; and Harold Zink, professor of political science, Ohio State University.

Representing the League were Alfred Willoughby, executive director; John E. Bebout, assistant director; Richard S. Childs, chairman of the executive committee; and staff principals William N. Cassella, Jr., and John P. Keith.

NML Models Useful in Filipino Elections

Word from Dr. Harold F. Gosnell, who has recently returned from a trip to the Philippine Islands, indicates that League publications were helpful in administering the Filipino elections last fall.

Professor Gosnell, research consultant and lecturer at American University, reports that two League models—the *Model Registration System* and the *Model Election Administration System*—were of substantial use to Commissioner Perez, of the elections commission, and that he was "very happy to have them." Professor Gosnell, who says that the Philippine election code has many sound features and that its administration was in capable hands during the contest in which Ramon Magsaysay emerged triumphant, had requested the League publications from Manila.

Cassella Counsels Newark Women Voters

William N. Cassella, Jr., League Staff Fellow for 1953-54, addressed a group of leaders of the Newark (N.J.) League of Women Voters in January on a proposed short course, "Organizing Government for Good Administration." The Newark League plans to run the course in eight sessions during February and March. It is designed to inform Newark citizens of their responsibilities under the newly adopted city charter.

Professor Cassella, on leave for a year from the University of Missouri, spoke to the group on the context and arrangement of the course of study.